THE SURVEY

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SO THEY SAY

Teachers must be educated as well as trained.—*Edgar W. Knight, University of North Carolina.*

. . . a people [Americans] so expert in passive disobedience.—*David Cushman Coyle, New York, to National Conference of Social Work.*

For the welfare of the state its people should be able to think.—*Travis Hoke in The Forum.*

Unemployment is society out of control but not beyond control.—*Bailey B. Burritt, New York* AICP.

Enthusiasm and cynicism are both dangerous enemies to thought.—*Ewan Clague, Philadelphia Community Council.*

We must tax unspent funds lest the devil find mischief for them.—*Joseph McGoldrick, Columbia University.*

I don't believe that relief is adequate anywhere in the United States.—*Harry L. Hopkins, Federal Relief Administrator.*

Public economy in normal times is perhaps the least popular of American virtues.—*Owen D. Young.*

A planned society can exist only where disinterested men have the confidence of the people.—*Walter Lippmann, New York.*

The mere experience of hunger is not sufficient to provide an integrating philosophy and a spring of action.—*Karl Borders, Chicago.*

To get the unemployed back on their feet we've got to build from the bottom up, not just supply food from the top down.—*President Roosevelt.*

The purpose of playgrounds is to provide something more than places for children to play.—*Lewis R. Barrett, Department of Education, Newark, N. J.*

No pacifist ever suggested that you could change human nature. All the pacifist contends is that you can change human behavior.—*Beverley Nichols, England.*

The preachment that character is strengthened by poverty is good gospel for plush seats.—*David C. Adie, New York State Commissioner of Public Welfare.*

When the little fellow that is actually in want can have faith in his government, by golly the big ones should certainly carry on, for they have never missed a meal so far.—*Will Rogers.*

Everyone who ever wrote a book review for The New Republic, The Nation or The Survey, is down at Washington busily serving the government.—*Michael Gold in The Daily Worker.*

No responsible person denies or doubts the necessity of providing adequate medical care irrespective of the ability of the individual to pay for it.—*Sir Arthur Newsholme in Medicine and the State.*

Liberalism in social politics is the conviction that civil rights, if constantly adjusted to social change, are a sufficient insurance against social injustice.—*Benjamin Stolberg in Vanity Fair.*

No amount of statistics and no number of bulletins can take the place [to a child] of a lamb chop and a glass of milk at the right moment.—*Secretary Frances Perkins in call for Children's Bureau conference.*

The rent policy followed by relief agencies in many cities has taught thousands of families how to beat the landlord,—a lesson they are not going to forget.—*Frank C. Bane, American Public Welfare Association.*

All modern experts have been badly trained with respect to the kind of situation we now confront. They are so highly specialized that they are ineffective particularly where they have to function with the people.—*Eduard C. Lindeman, New York School of Social Work.*

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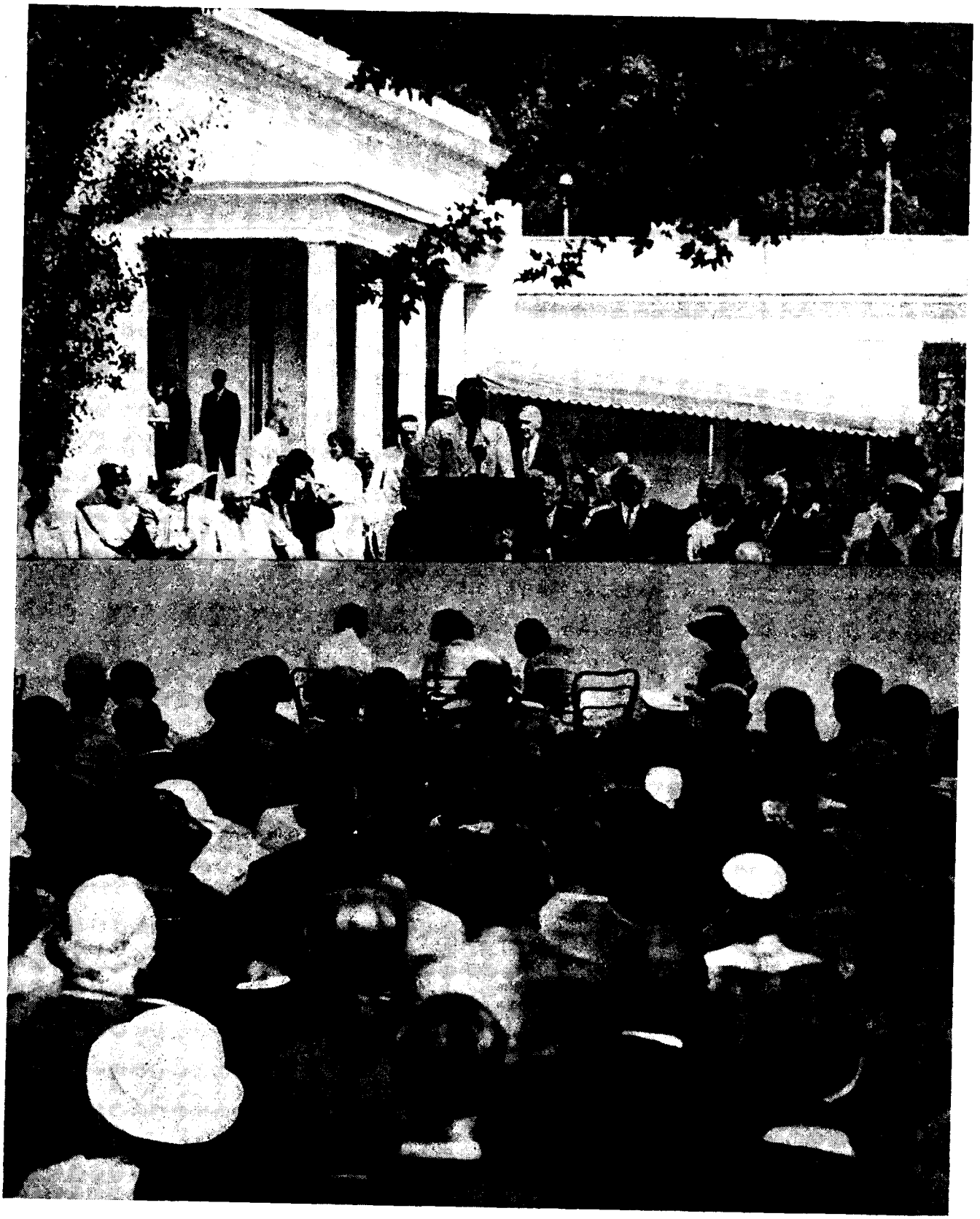

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SOCIAL WORK GOES TO THE WHITE HOUSE

"This work is an essential part of the government's program, the program of the people of the United States to bring us back to where we have a right to be."—President Roosevelt.

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THE SURVEY

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The Chests in a Recovery Year

By GERTRUDE SPRINGER

IF anyone had told the community chests, even two years ago, that they would ever undertake a campaign in which funds for relief had no part, would make an appeal stripped of the hunger motif, they would have thanked their informant for nothing. Had he added that they would do it confidently, with their goals close to those of the prosperity years of 1928 and 1929, they would have touched knowing fingers to their several foreheads. Yet that is exactly what has happened. With relief "gone public," the chests must make their fall campaigns on the front of their whole community service and must stand or fall on its validity. The day when all sorts of welfare services within the chest rode, financially speaking, on the back of relief is over.

Some 350 community chests will put their fortunes to the test between October 15 and November 12. They will again be backed up by a campaign of national publicity, dubbed Mobilization for Human Needs, for which Allen T. Burns and his staff at Community Chests and Councils Inc., New York, have mustered the persuasive power of important personalities and the facilities of radio, advertising and other publicity media. The first moves in the campaign, made in Washington in mid-September, offered abundant evidence of the prestige which private social work can gather to itself when it tries. Opened by President Roosevelt, assiduously and interestedly attended by Mrs. Roosevelt—five meetings in a day if you please—front-page personalities were as thick as roadside blackberries. "Mah goo'ness," said the Little Lady from South Carolina, "Ah've heard about this social wu'k, but Ah suttinly didn't know it was goin' to be like this."

But behind what sophisticated folk called the "set-up" was a sincerity that similar gatherings have not always had. Lacking was even the least suggestion that the chests are the saviors of all that is good and true; instead was a matter-of-course attitude of partnership in community life and recovery. President Roosevelt voiced it when he said: "This work is an essential part of the government's program, the program of the people of the United States to bring us back to where we have a right to be." Newton D. Baker, chairman of the National Citizens' Committee for the Mobilization, said it another way: "Our working people depend upon these agencies, just as they do upon their wage envelops, to supply a part of the aggregate which we call the American standard of living." John Stewart Bryan of Richmond, affable new president of Community Chests and Councils Inc., had the same thought: "Our part is to see to it that the forgotten man who is remembered in Washington is not forgotten in his own home town."

BEHIND the inspirational façade of the Washington meeting went on a steady confab of community-chest officers and executives on whom rests the immediate responsibility for translating national inspiration into local action,—in short for raising money. From their joined experience emerged a good many agreements which will undoubtedly color the local campaigns throughout the country.

The chests generally will not, it appears, go to their constituencies with detailed budgets, allocated agency by agency. Goals will represent an estimate of what is required to carry the whole community program with, naturally, an eye to what the traffic will bear. Agency budgets will be determined after the campaign is over. Unemployment relief is definitely out of the private picture but no chest proposes to reduce its goal by the amount it spent last year for relief. Family-welfare societies will not be thrown out of the boat but will be encouraged, within limited budgets, to continue or to develop special or supplementary services. Whether last year's cuts in the budgets of non-relief agencies can be restored is still in the lap of the gods. Many chest executives believe they can; many laymen are

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confident. At one little close-in Washington confab a man, a stranger to most of the group, pressed his conviction that the contributing public grasped the urgencies of the situation much better than "we" think they do. "I'd like to hear from a layman and a contributor on that point," threw in a cynic. "You have," replied the stranger.

It now seems likely that the chests will set as goals this year about the amounts raised last year when relief was still their big talking point. In the aggregate this corresponds to the sum raised in 1928, $72,744,000, though the increase in the number of chests since 1928 makes the comparison only a rough and ready one. The strategy of raising this sum in 350 communities of widely varying psychological and financial climate is now the business of the moment.

PRESIDENT ROOSEVELT assured the Washington meeting that " . . . by and large the country is in a much more hopeful state of mind. People have more money to spend. . . ." The chests hope he is right. Their fear is that their cause has become too closely coupled in public psychology with the depression—and for this they admit their own past sins of interpretation. With the big guns of NRA publicity directed on recovery, the chests are apprehensive of hard sledding unless they can identify their cause with it. How to accomplish this bit of legerdemain is the underlying problem of campaign strategy. Along with it is the problem of overcoming resistance occasioned by the fact that the NRA, at this stage, is costing money to corporations and business men—already a sharp tendency is noted among them to hold off on outside commitments until they see how their own particular cat is going to jump. The alibi on this of course is that tax funds are doing the essential job.

Chest men are talking candidly these days and most of them admit that the success of the fall campaigns will rest pretty largely on the past performance of each chest in its own community. "National publicity will help, but when you come right down to it we've got to show the goods." Where chests have sunk real roots into public understanding, have developed social thinking in their constituencies as well as intelligent habits of giving, there is confidence. "It will be hard, but it can be done." In others, where the chest has been a convenience, the instrument of a facile annual gesture, there is only gloom. This is without doubt a test year. The chests that have been vigorous forces in community social planning will survive; the ones that have been mere collection agencies will fall by the wayside—some of them have already.

What campaign strategy will prevail against the caution of a hard-hit giving public is a burning question. Leroy Ramsdell's plea at Dearborn last June, "Let's have smaller and smarter campaigns," has had many echoes. So far as reinforcement by national publicity is concerned there will be broadcasts, billboard and magazine advertising and a barrage of "released on receipts." But these, they say, will all be different. Not so many easy-to-tune-out speakers—anyone with less radio personality than President Roosevelt is broadcasting small-fry these days—more effort to reach the thought processes of the public and less to stir its tear ducts; fewer pomposities and pep, and more candor and logic.

A considerable part of the national driving force is going into the stimulation of woman-power organized under the slightly saccharine name of Women's Crusade after the pattern to which Cincinnati attributed the success of its last chest campaign. The Women's Crusade is going along under its own steam and that of its chairman, Mrs. Roosevelt, who, to everyone's faint surprise, turned out to be a real chairman and not a letter-head dressing.

In planning local campaigns John Dawson of New Haven set the pace by condemning to oblivion certain "old offenders who never will be missed":

Stunts and engineered thrills. "Maybe a turn-out of fire apparatus has shaken a little money loose in the past—but not this year."

The dear old slogans such as Suppose Nobody Cared. "In view of the tax-supported relief program it sounds a little flat, doesn't it?"

Emphasis on agencies' economies. "The life-blood is running out of valuable agencies that have economized too much."

Appeals for loyalty to the chest as an institution. "It's easy ground to take but mighty slippery and insecure to hold."

Appeals based on the chest as an instrument in the preservation of the social order. "Nowadays there seems quite some little question about the virtue of the social order as is—or should we say, as was?"

Not by overstatements or by wishful thinking will community chests be replenished this year, says Mr. Dawson, but by candor on the limitations of social agencies and by valid evidence of their important and unique relation to the movement toward national recovery: "In that relation we shall find, unless I am very much mistaken, all the dramatic values, all the human interest and all the compelling power that we may have the wit to use."

ANY discussion of what the chests will do with funds, if and when they get them, seems pretty academic at this moment, yet it is a question constantly raised by people who still believe that without relief there is no need for social work. It takes no second-sight to foresee that into the apportioning of funds for 1934 will go considerably less log-rolling and considerably more hard thinking and honest community planning than in the good old days. Agencies that have demonstrated in these lean years the essential quality of their services may expect to have repaired some of the damages inflicted by recent blood-letting economies. Agencies that have been held together by the influence of their boards rather than by their contribution to the whole community are not likely to get their old budgets back. Budget committees are going to be consistently hard-boiled with a cold clear eye fixed on the community value of services rather than on the maintenance of agencies for agencies' sakes. But in any case a good many things will have to be weighed before full programs are restored, let alone any new activities ventured. Income from endowments has fallen; agency earnings have dropped off sharply; repairs on buildings, skimped or passed over the last few years, are at the now-or-never stage; the rising price of commodities is already reflected in institutional deficits. All of these factors will enter into next year's budget-making.

So far as the restoration of cut salaries to their old level is concerned the prospect seems slender for professional workers. There is a better outlook however for non-professional employes in the lower pay-brackets. In spite of the ruling which exempts "hospitals, charitable or social welfare organizations in general, since they are not engaged in trade or industry" from compliance with permanent NRA codes there is a strong feeling that compliance "in

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spirit," as requested by President Roosevelt will be an empty gesture unless it brings some adjustments in hours and pay that are below standard minimums. "If we have sweatshop conditions in any of our institutions," says Sherman Kingsley of Philadelphia, "let's bring them out into the open. As long as we connive at them they'll never be cleaned up. The NRA gives us a chance and I believe the public will support us. We cannot afford to lag behind."

This fall's campaigns are the first clear-cut test of the public's willingness to support the community social program apart from relief. The chests are facing the issue squarely. They have no illusions about the difficulties ahead. The day of large easy claims is over. The day of brass-tacks is here. The next month will tell the story.

The Silent Partner Speaks Up

By BART ANDRESS

Director of Finance and Extension, Brooklyn Bureau of Charities; Chairman, General Sessions, New York Social Work Publicity Council

IT'S a wise social-work executive who gets around these days among his contributors. The one who does is learning that interpretation of the contributor's mind to the social-work profession is at least as important at this moment as interpretation the other way about. I venture these observations after a reconnoitering expedition among twenty-five men who in the past have given in varying degrees of munificence to welfare work both in New York and in the national field. I wanted to find out what was on their minds; what factors are going to govern their checkbooks in the happy days that are said to be here again; what they plan to do now about the complex social-work structure they helped to create. What I learned was that the silent partner in the enterprise—the fellow who previously gave without demanding too many details—is not only tightening up but speaking up. You find him forming questions to hurl at you from the statistical and financial statements in the back of the book while you are still talking about the nice pictures in the front.

Although I am not privileged to mention names, I may say that I picked my people carefully, including some who serve on governing boards, but concentrating upon those who have made it a practice to pass their checks in from the outside. In this way I hoped to get a fairly accurate cross-section of prevailing opinion among business and professional people whose names appear in the higher brackets on standard lists of givers. If unanimity is proof, I think I succeeded; for I found virtual unanimity on most of the major points. Moreover, each man quoted others in his own circle, making it apparent that they have been talking among themselves. Their principal misgivings, I found, checked with the tenor of letters received by various organizations in response to appeals.

The thing that stands out in my mind is that the silent partner is not finding fault entirely in expected directions. We find him accepting quite readily some of the principles that we are still insisting most vigorously that he should accept. This has made me fear that on some issues we are in danger of putting him in Mark Twain's frame of mind when he sulked in his pew, reducing his intended contribution steadily as the pastor plead. His criticisms touch primarily upon the economy rather than upon the philosophy of modern social service. When he complains about salaries, for example, he is not questioning the propriety of paying social workers, or of paying them decently, for that matter: he is simply demanding to know what the recipient of the salary is doing in return for it; whether he is being paid more than he is worth; and particularly, whether the community is being burdened with a greater number of administrative jobs than its aggregate in philanthropic resources should be expected to carry. Some of his opinions betray a lack of familiarity with the work under discussion, and are illogical or even self-contradictory. Others are too logical and well informed for comfort.

It has occurred to me that a résumé of these conversations should be helpful in discovering common ground from which both laymen and professionals might look at the future realistically and together. For this purpose, I shall repeat certain of the questions I raised and attempt to summarize the discussion they evoked.

What effect do you think the rapid and extensive development of relief through taxation will have upon private social work?

Opinion unanimous that work under private auspices is both necessary and desirable, but its field must be more closely circumscribed:

> Anyone who assumes that private activity is to be displaced simply doesn't know the American mind and spirit. Governments will undoubtedly assume more and more social responsibility, but private initiative in welfare and education isn't going to disappear any more than it is in business or industry.

Quite general conviction that private philanthropy, although less lavish and perhaps more thoughtful, should be perpetuated as an expression of national idealism. But:

> Private work should resume as soon as possible its pioneering function—interpreting needs and developing new methods until the public conscience is sufficiently aroused to have the work taken over as a part of the daily task of the public authorities. Many agencies organized to pioneer in certain lines get so wedded to doing the work themselves that they are reluctant to let go. They continue to seek private support, and givers grow impatient at what seems to them chiefly an effort to hold jobs.

General recognition, however, that the theory of gradual transition of tested services from public to private auspices has had little chance to operate during the depression, and that most of the complicated tasks of social reconstruction will require the skill and experience of private agencies in addition to continued public relief.

What general principles are going to govern the larger giver in the immediate future?

With incomes reduced and taxes soaring, giving will be on a highly selective basis. Budgets will be more carefully scrutinized—more attention to where the money goes and how it gets there. Loyalty to organizations most intimately known—so long as their necessity is demonstrable—to be a determining consideration:

> With tax funds providing at least bare relief needs, campaigns will have to be organized about the special social services alone, and when these services thus exclusively occupy the field of appeal, their justification will have to be very certain in order to succeed. Of course, Joe will still occasionally give to something just because his friend John is a good fellow and a member of the

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board—but, at least, John will have to plead longer and louder than he did before, and often he's going to be talked out of his own cause.

General expectation that high taxes for relief, although a legitimate excuse in some instances, will be seized by many former givers as a convenient alibi for discontinuing. Another factor:

> Ten years ago, when people were making more money than they were worth, their consciences were acute: they gave money because they felt they owed it. Thus, both in education and in social work, we were able to do things that today are beyond our means. Today, the thoughtful giver is trying to determine not what we can do, but what we cannot do without.

What elements in a specific appeal are likely to win favorable consideration?

The backing of men and women whose judgment can be trusted—that is, when these men and women are actively interested, not merely members of letterhead committees. Complimentary comment by friends and associates in casual conversation. The cumulative effect of publicity—which sometimes hastens and sometimes retards the response. One man, a writer of checks in four and five figures: "As a protest against too many letters, I've made it a flat rule never to give when they write me—even when I like the work. I study the thing in my own way and give when I please."

Various forms of subtle coercion exercised by sponsors still work, it seems, although each gift thus made carries with it a vow that it will be the last. The hope frequently expressed that social workers would learn to talk about projects first and money afterward. "It's noble and necessary to cure—but show us how to prevent something if you want real support."

Do you think there is too much overhead in social work?

Every answer affirmative—but the inquirer quickly learns that the underlying objection is to "overheads," a multiplicity of superstructures in social work rather than to administrative costs in particular pieces of work. "Too many buildings." "Too much machinery." "Too many bosses." "Too much organization." No feeling that constructive work can be done without administrative expense and trained personnel, but a growing conviction that our forces are divided into too many separate units, each with its own overhead to be supported. Said a business man of the hard-headed type:

> I do not need to be convinced that the workers who go out and take care of the poor are not overhead. Of course they're not! They do what a family agency is in business for, don't they? They're not my kick. If you want to know what makes me boil, just take a look at this—the size of it!

And, unexpectedly, he drew out of a drawer a copy of the New York City Directory of Social Agencies, and tossed it on his desk as a mute but eloquent peroration for his argument. "Only now and then do I find excessive overhead in any particular organization. There are just too many organizations."

Do you recognize social work as a profession?

No negative answers. General agreement that the work requires men and women especially trained, and that those who possess the necessary skills and qualities of leadership should rate professional status. As to whether the present crop deserves this ranking, opinions invariably formed from personal contacts, sometimes fortunate, sometimes not. Every evidence of increased respect for professional social workers as a group as a result of emergency service; frequent acknowledgment that the average community during the depression would have been lost without them.

It is apparent that many contributors, especially those not serving on boards, do not know the modern social worker as a personality. The designation "social worker" itself oftentimes a barrier, still calling up in their minds a well-intentioned but untrained and often sanctimonious or meddling sort of person. Caricatures of this type on stage and screen widely accepted as true portraits. We have not yet substituted for this hold-over impression from other days an understanding of the modern social worker as a trained, liberal and well-balanced type of public servant.

Do you approve of case work?

"Yes"—with some reservations, even from those who serve on boards of case-work agencies. "I think so but I'm not sure" about sums up the feeling of those depending chiefly upon printed interpretations. General acceptance of the underlying "case by case" principle, as distinguished from impersonal mass relief, which all seemed to deprecate—except in emergencies—as degrading to the recipient and self-perpetuating as a system. Widespread hope that professional methods may be perfected without loss of the essential element of human sympathy. Many intrigued by the modern method and its purposes, and receptive to further information, which they wonder why they do not get:

> When a social worker talks to me, I gather that service to the family or individual is the main thing, and that material relief is incidental. I just about get into that point of view when the agency's publicity stuff comes along and I find material relief played up and the service idea soft-pedaled.

Numerous questions as to why printed material of case-work agencies either fails to explain case work at all, or is steeped in terminology which classifies it in the reader's mind as esoterica.

Have you any comment to make upon our publicity and money-raising methods?

Have they! Everything from light ridicule to heavy dramatics, coupled with specific suggestions laden with terror for agency leaders to whom the status quo is sacrosanct.

> Let's dismiss the word "method" as applied to money-raising in New York and among national organizations. It's a costly and depressing hit-or-miss scramble—deadly competition in which the good agency suffers along with the futile or questionable ones.

Every man, apparently, has been mentally indulging in his own game of checkers with the entire organizational set-up, and is ready with proposals for mergers, revisions and eliminations that he thinks would bring about a more efficient and less expensive alignment of forces. A definite consensus that money-raising methods cannot be improved until some such fundamental reorganization is achieved. "How can welfare agencies expect to perpetuate themselves on a strictly individualistic basis at a time when business, industry and finance are obliged to get together in every conceivable way to meet a new economic order?" Unanimous approval of the leadership of the Welfare Council of New York in the direction of better social-work planning, accompanied by hope—not always confident—that its constituent member agencies will unselfishly adopt its stated objectives as their own.

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Sharp division was evident on the question of an all-clusive Community Chest for New York, with the ajority opinion convinced that it would not work. Favor-ble response to recent suggestions of "separate joint ppeals," which sounds like a contradiction in terms but n't, meaning joint appeals by groups of agencies in the me fields of service. General insistence upon the setting o of some source of disinterested information to which ie contributing public might turn for guidance, not only s to the integrity of organizations, but as to their necessity id importance in relation to the community's total needs.

Current publicity material was largely discounted as flecting a competitive rather than a cooperative spirit. Too much salesmanship—not enough effort to supply ound and unbiased information." Even when done with straint and good taste publicity material by its very lass and volume cited as visual confirmation of a wide-pread impression that the agency field is over-populated.

What chances, in your opinion, will new projects have in e immediate future?

This produced two interesting opinions from several qually interesting sources: first, that new ideas for romoting the better use of leisure time would be welcomed y any philanthropist who had studied the social implications of the new economic order, as dramatized by the NRA program; second, that many thoughtful givers in the upper brackets would give immediate precedence to any soundly-conceived cooperative program, either in New York City or in the national field, through which the number of separate appeals now before the public might be reduced without the loss of essential or highly desirable services.

HERE we have what I believe to be something of a verbal photograph of the composite mind with which we have to deal these days when we seek money in larger sums. In this mind, as I have already said, are ideas, opinions and preconceptions that do not hang together. These I have analyzed and taken into account for my own purposes, and any other executive can do the same. However, I did not find a man, even among those whose temperatures rose as they spoke, who did not exhibit fundamentally a reasoning and reasonable attitude. I found no disposition to desert the ship, but rather a desire to step up to the bridge to find out what the navigating officers were using for charts and instruments. Hence, the inconsistencies are relatively easy to deal with. It's the consistencies that worry me.

The New Philosophy of Giving

By HAROLD S. BUTTENHEIM
Editor The American City

CRITICAL reappraisal of the puritanical virtue of thrift is a major need of our era of potential surplus. Self-denial and good intentions may otherwise contribute to the very insecurity and suffering they seek to revent. The depression of 1930–33 did not result from any xcessive spending on consumers' goods by either the rich r the poor. On the contrary, one of its primary causes was he kind of thrift which diverted too large a percentage of urrent revenues into savings. These savings in turn went oo largely into stock-market gambling, into land specula-ion, or into capital investments in unneeded factories, nachinery, skyscrapers, filling stations, and other excess acilities for competitive manufacture and trade. Expendi-ures for current needs and enjoyment thus failed to keep ace with capacity to produce. Disastrous "over-produc-ion" and price-cutting and unemployment were the nevitable results.

As we now strive to emerge from this period of poverty n the midst of potential plenty, we shall make a tragic lunder if we seek to restore buying power by restriction of vise spending, either private or public. A depression which esulted from failure to consume the abundance of a sur-plus economy can never be cured, or its repetition pre-ented, by abstinence either from the bounties of factory nd farm or from the benefits of recreation and culture.

But this does not mean, for any individual, that he must imself consume all of the goods and pleasures which his ncome would provide. The important thing for society is a whole, is that our producible abundance shall some-ow be consumed. The ideal, of course, is such generous vage scales and such liberal use of prosperity-spreading devices—public works, old-age pensions and other forms of social insurance, for example—as to provide ample purchasing power and security for every human being.

The arrival of that happy time would be greatly speeded were every American citizen to spend his income and even part of his capital, to the full limit of prudence, on goods and services which make for a life of comfort and beauty and joy—not merely for himself and his immediate family, but for his under-privileged neighbors of community, nation or world. The purchase, for example, of shoes or radios or books by a family that can afford such expenditures, will help in the upward swing of business and in the substitution of jobs for doles. But the buying of shoes for the barefoot, or radios for the blind, or books for the public library, produces just as many jobs as if the same funds were spent for the personal use of those already amply supplied.

Such giving—if wisdom be combined with generosity—may bless, economically as well as spiritually, both him who receives and him who gives. Similarly, contributions to welfare and religious organizations, which make possible employment that contributes to physical, spiritual and cultural well-being, are just as beneficial in providing jobs as though the same funds were spent on non-essentials for the spender's own benefit—and the community values are vastly greater.

Here, then, we have the philosophy of giving for the era of the New Deal. It considers thrift a virtue only to the extent that thrift results in the wise spending of the funds which it conserves. And it considers spending a virtue to the extent that it is both liberal and intelligent, weighing in honest balance the claims of one's immediate family and of the greater family of mankind.

As Secretary of Labor Frances Perkins recently remarked, we have come to the time when we can afford to treat ourselves to some civilization.

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On the Governors' Doorsteps

By RUSSELL H. KURTZ
Russell Sage Foundation

THE Federal Emergency Relief Administration has only fifty-three "clients"—the forty-eight states, four territories and the District of Columbia—but they are all "relief cases." Its efforts to get them to do their part in solving their own relief problems have been not unlike those of a family agency dealing with its applicants. Determination of need, appraisal of resources, stimulation to action, and aid by relief grant are the familiar steps.

It is not necessary to review here the swift changes in the American relief system by which, as the load became progressively heavier, the financial responsibility shifted from local to state and federal resources. The first federal relief fund of $300 million, distributed to the states on the theoretical basis of loans, was administered with an effort to develop local and state self-help, but its administrators lacked real authority in that direction. The 1933 act not only corrected this lack but focussed more definitely upon the governor of each state the responsibility for welding his state into a relief unit with which the Federal Emergency Relief Administration could deal. In so doing, it said in effect, "The states are relief households with the governors as the family heads. It will be each governor's responsibility to mobilize his household for the fullest measure of self-support. This will mean continued use of both local and state resources to the limit."

In translating this authority into results, the FERA has obviously regarded direct State Aid as only one of several possible forms of state action. State aid in earlier days of federal participation had presumably meant provision of funds by the state government, through appropriation, tax levy or bond sale, to supplement or supplant inadequate local funds. But confusion in the use of the term crept in when it was applied to state-enabling legislation designed to help local units raise additional funds for themselves, through the removal of old taxing or bond-issuing restrictions. State action is what the FERA wants and it is not "choosy" as to what form it takes, just so it is adequate.

Thus state action may be said to embrace the sum of all the measures taken within state borders for provision of relief resources. A large part of such action may be strictly local in origin and effect, but if it fits into the state picture of public relief effort, it is credited to the account of that commonwealth in the Domesday Book of the FERA. On the other hand, the lopsidedness of such a set-up is a matter of federal concern when it results in inadequacy of the total state effort. It is in such situations that the FERA has used its authority for invoking state action of the state-aid type as a condition to further federal support.

Fortunately the legislatures of forty-three states had met in regular sessions in the early months of 1933 and enacted a considerable volume of unemployment-relief legislation of a basic character. But unfortunately most of them stopped short of providing funds in any sense adequate to the need. Too many of them adjourned without facing the problem at all. As a result, special sessions have had to be called in an increasing number of cases.

It is pertinent to note how the FERA fared in its effort to bring about greater state action during the summe months. To do this it will be necessary to go back a little

During the first six months a number of changes in stat participation were begun which were only partially re flected in the figures for this period. Michigan broke a lon legislative deadlock in June and provided funds for helpin to meet the relief needs of its local subdivisions. Californi and Texas decided to submit to popular vote proposals t amend their state constitutions so as to allow relief bon issues. Washington passed a $10 million bond issue with New Hampshire, Rhode Island, Nevada and Minne sota following a similar course though for lesser amounts Maryland financed the relief of the City of Baltimore b special bonds, though making no specific provisions for th rest of the state. Indiana and Oklahoma made appropria tions from general state revenues. Maine attempted to pu through a state bond issue but the voters rejected it.

When the FERA took up the reins late in May, the stat situations might roughly have been classified as follows

(a) Those that were temporarily satisfactory because of exist ing provisions for local and state participation. In this group wer such states as New York, New Jersey, Connecticut, Massachu setts and Delaware where the past record was clear of any at tempt to "unload" on the federal government.

(b) Those that were unsatisfactory because the states hac made provisions that seemed inadequate in view of their tota potential resources. Kentucky, Ohio, Colorado, Texas, Michigan California, Missouri, Oregon, West Virginia, Tennessee, Louisi ana and Illinois were cases in point.

(c) Those that were unsatisfactory but beyond hope of im mediate change for the better.

CONCENTRATING upon those states in the secon classification, the FERA has been rewarded by th action of Michigan described above; the ratification of th proposed constitutional amendments allowing bond issue in California and Texas; and the passage at special session of the Ohio and Colorado legislatures of relief measures ir August. Michigan made approximately $16 million available California $20 million; Texas $20 million; Ohio $24 million and Colorado $3 million for direct relief and $20 millior for emergency employment. Ohio resorted to nuisanc taxes and the extension of old "enabling legislation" int 1934. Colorado's $3 million is to be raised over a two-yea period by a tax on automobiles, and her work program is t be financed by the sale of bonds.

Kentucky has been a tougher nut to crack. She received a warning from the federal-relief administrator in July to th effect that federal aid would not be continued unless th state acted in its own behalf. The state-wide relief progran came to a standstill in August, and it was not until a week later that the legislature finally convened in special sessior at the governor's call. On September 10, it was still in ses sion, deadlocked after having repudiated the governor' proposal for a sales tax. On that date, the administrato wired the governor as follows:

The fact that the legislature has made no provision for the re lief of the unemployed is very disturbing. As you know the federa

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government is prepared to make an appropriation to Kentucky on ten minutes' notice if Kentucky will but provide a reasonable share of the funds to care for its own unemployed. We are willing to pay two thirds of the relief costs. The needs of the unemployed far surpass all political considerations, and it is difficult to understand the delay in making these modest appropriations when thousands of citizens of Kentucky through no fault of their own will at any moment be in dire need. I cannot urge too strongly the importance of making the adjustments which will result in the relief to which the unemployed are entitled.

At this date, September 20, the deadlock is still unbroken.

Illinois has agreed to another special session of the legislature in October, to try to make up the twenty million dollar relief deficit occasioned by a disappointing sales tax passed earlier in the year. Missouri and Oregon are likewise expected to call legislative sessions sometime this fall, both having been warned by the FERA.

Tennessee's governor has recently agreed to have the state provide $500,000 "from existing appropriations" to help meet its own relief needs, "this amount to be augmented by funds to be raised by local governments within the state" according to FERA announcement.

West Virginia has been questioned as to her potential ability to do more for herself and has been given an extension of time to analyze her situation. Louisiana's finances were the object of a special study by federal tax experts but no public report has been made of the conclusions. However, the state has received a "non-matching" grant of $216,000 since this study was made.

Within the past month, the "non-matching" or discretionary grants have greatly out-numbered those made on a matching basis. In most instances they have been made without public comment, except as they were described as due to the fact that "the money available from all sources in the state for unemployment relief including the previous grants of federal money, is insufficient to meet the relief needs." Among these recent grants were:

$3,805,403 to Ohio, to carry her until her new relief legislation could become operative.

$3,400,000 to Illinois pending the promised legislative action in October.

$1,250,000 to Florida, with the proviso that she raise her relief program to a more adequate level.

And, made without public comment by the FERA:

$1,400,000 to Maryland.
$953,968 to Oklahoma.
$800,000 to South Carolina.
$400,000 to Arizona.
$216,000 to Louisiana.
$200,000 to Puerto Rico.
$165,000 to Arkansas.
$93,000 to Mississippi.
$25,000 to Virgin Islands.
$15,000 to New Mexico.

It probably may safely be assumed that in some of these situations the FERA sees no immediate hope of greater state participation. It has not made public utterance to this effect, however, and is not likely to. There is nothing static about its relationships with the states. Mr. Hopkins is quoted as saying to the representatives of one impoverished commonwealth, "We won't let you down but we don't expect you to let us down either." That seems to sum up his attitude toward those situations that offer no present hope of greater state action.

On the other hand, to the delegation from a state that he felt was derelict in its duty, Mr. Hopkins is quoted as hurling this question, "Why should I lie awake nights worrying about your problems when you have done nothing to solve them yourselves?"

Between these limits of attitude and response the FERA is pushing its individualized adjustments in the relief affairs of its fifty-three clients.

Relief in a Rising Market

By ANNE E. GEDDES
Department of Statistics, Russell Sage Foundation

EVERY housewife with a market basket has come to realize that the New Deal is no longer merely a slogan. Increasing commodity prices supply her with concrete evidence of one element of the changing order. If a member of her family has found work as a result of the slowly rising tide of employment, or has already benefited from advancing wage scales, higher prices may not mean less food in the family larder; but for a large proportion of those families now feeling the pinch of poverty, still greater hardship is in store during the early stages of the recovery. Many families who have been crushed by the downswing of the business cycle will be forced to pull in their belts another notch in the upturn.

In June we were told by the Federal Relief Administration that four million families, representing almost eighteen million individuals, were then on relief. With public-works programs speeding up, with industrial codes pouring into Washington, with the short work week about to be established, and with child labor abolished under the mandates of NRA, a substantial share of these families should shortly be restored to independence. Under the most auspicious circumstances, however, for some time to come we shall continue to count our dependent families in numbers of seven digits. What will the rising cost of living mean to them? Can we hope that relief grants will be revised to meet increasing prices, or will already pitiable doles be expected to stretch even farther? Light on this question is shed by the experience of the past, which shows what has happened to relief standards during the depression thus far.

In the spring of 1929 the Department of Statistics of the Russell Sage Foundation began the systematic collection of monthly statistics on the volume of relief operations in seventy-six large cities in the United States. The combined population of these cities is 38,500,000, or 31 percent of the total population of the United States. The data collected from relief agencies in the seventy-six cities do not give precise information on relief standards, but do give a crude measure of the amount of relief granted to families by different types of agencies.

For the purpose of tracing trends, comparison has been made currently for ten groups of organizations of the amount of relief per family per month, and figures for the first half of 1929 and of 1932 are reproduced in the ac-

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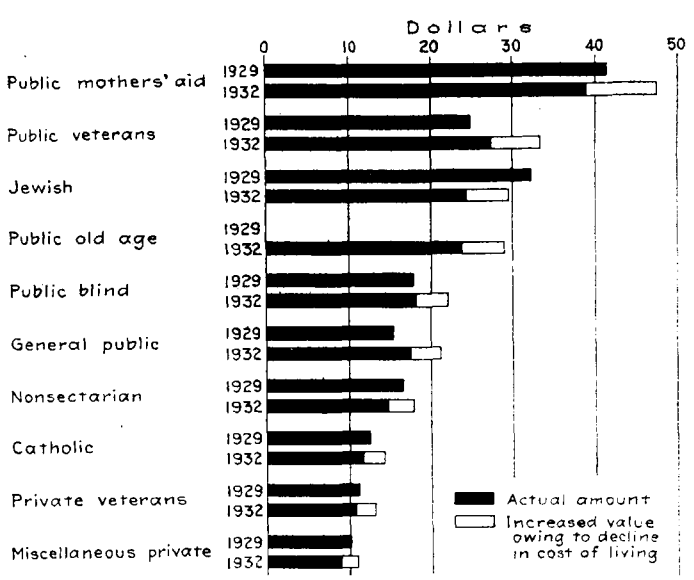
companying diagram. The first of these half-year periods antedates the depression, and as compared with more recent years, may be regarded as a fairly normal period of relief-giving. Figures for the later period are from the U. S. Children's Bureau, to which the Foundation's relief statistics project was transferred in January 1932.

The solid portion of the bars in the diagram represents the size of the median grants in the two periods. The 1932 bars are extended to indicate the possible effect on relief grants of increased purchasing power resulting from the fall of retail prices. According to the cost-of-living index of the United States Department of Labor, which has been used to measure the increase in purchasing power, living costs declined 17 percent from the first half of 1929 to the first half of 1932.

A glance at the diagram shows that the median grants of only three types of agencies—public veterans' departments, public blind offices, and general public departments—were larger in 1932 than in 1929. In actual amounts, the median grants of the other types of agencies decreased between the two periods, but only in the case of the Jewish agencies was the purchasing power of the 1932 median grant less than that of the 1929 grant. It should be observed, however, that even in 1932 the median payment of the Jewish agencies was larger than the median grants of most other types of agencies. Inasmuch as old-age relief did not exist in any of the seventy-six cities in the first half of 1929, the median old-age allowance is not shown for that period.

Since the first half of 1932, further shrinkage has occurred in the average amount of relief per family, but living costs have likewise fallen since that period. The Department of Labor index for June 1933, which has just been released, shows decline of 25 percent in the cost of living for the depression period to date, that is, from June 1929, to June 1933. During the four-year interval, food and rents have fallen 36 percent or more, while the cost of clothing and furniture has declined about 26 percent.

The diagram shows great variation in the size of the median grants of the different types of agencies and raises serious question concerning the adequacy of grants now being given. Are they sufficient to maintain families on anything like a minimum standard of decency? In the first



Median Amounts of Relief Per Family Per Month of Ten Types of Agencies in First Half of 1929 and First Half of 1932

half of 1932, the median average payments ranged from $38.98 for mothers' aid offices to $8.96 for the miscellaneous private agencies. The grants of the general public departments and of the non-sectarian family-case-work agencies, which bear the brunt of the relief burden, were but $17.52 and $14.68, respectively. It is worth noting that although old-age allowances are granted to individual dependents rather than to families, the median grant of the old-age offices, amounting in the first half of 1932 to $23.89, was larger than the median grants of the general public departments, the non-sectarian family-case-work agencies, the Catholic agencies, the private veterans' organizations, or the miscellaneous agencies, all of which give relief to family groups.

IT is not safe to assume that the median grants of relief agencies are quite the same thing as the median amounts of relief received by the families in question, since under our present system of relief administration many families are aided by more than one agency. While it is known that there is considerable overlapping of effort it is believed certain that the amount of supplemental relief is not sufficient to increase greatly the averages already computed. If this is true, we may accept these averages as at least approximating the average amount of relief per family per month from all sources. It is worthwhile, then, to compare the median grants of the various types of organizations aiding families with what the agencies think is necessary to maintain minimum standards.

In May 1933, in its bulletin, Unemployment Relief Experience, the Family Welfare Association of America published information secured from twenty-five of its member agencies in twenty-five cities located in various sections of the country concerning minimum-standard budgets for a family of five. The average of these twenty-five budgets is $17.60 per week, or $76.26 per month. This allows $18.63 per month for rent, $29.68 for food, $7.41 for fuel and light, $13.13 for clothing and $7.41 for incidentals. It is plain that the grants of very few agencies remotely approach this figure, or even a correspondingly lower figure for a somewhat smaller size of family. The average number of dependents per relief family is not known for the ten different groups of agencies, but the New York Emergency Relief Administration reports that in June 1933, the average number of persons per relief family was 4.4 in New York City, and 4.5 in upstate New York. This suggests that an average of five persons may be only slightly too high.

In the stress of the depression, relief agencies more and more have adopted the policy of restricting relief to families whose resources are exhausted. With relief grants falling so far below the minimum budgets of the relief agencies, how then have relief families been able to subsist on the amounts of relief which they have received? Undoubtedly, some families on relief have hidden resources, not uncovered by investigators, but without question the vast majority of families now receiving relief are living on a sub-minimum standard. Unless relief grants can be increased with rising prices, the present sub-minimum standards are going to be forced to new and dangerously low levels. Fortunately, the Federal Relief Administration, which is pumping new blood into the arteries of local relief organizations, is in a position to insist that relief standards shall not fall still lower, and has announced this as an effective policy.

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What? Clients with Bank Accounts!

By G. S.

"WELL all I have to say is that it's a darned poor rule."

The young relief worker, tense and a little defiant, glared at Miss Bailey as though it were all her fault. "Why it just doesn't make sense. Here's this Martin family, nice as they can be, all ten of 'em, from Gramma down to the baby. Three years there's been no regular work—just the measliest sort of odd jobs. And some way they got along till six months ago. And what they've done with the ten dollars a week we've put in there! Mrs. Martin is a wonder. Then because I, like a fool, get busy and turn up that miserable little bank balance of $23.47, this rule says we've got to cut off relief till it's used up. Well, somebody else can tell them, not me."

Miss Bailey tapped her pencil meditatively on her desk pad.

"You didn't think it was such a bad rule last month when you discovered what old Bud Simmons had been putting over on you. As I remember, you were all for sending him to jail."

"But Miss Bailey, that was different. That was more than $3000, and the whole family was out to do us and we knew it. But the Martins aren't like that. This $23 is the last scrap of nearly $2000 they had saved up when Mr. Martin lost his job. Mrs. Martin says, 'I think it's kept me from going crazy.' And what earthly good will it do to make them eat it up! It'll only last two weeks, and we'll be right back where we are now. Oh, I think relief does terrible things to people."

"And you're just finding that out?" Miss Bailey's twisted smile was testimony to long and weary experience.

"But why do we have to have such iron-clad rules? Old Simmons was a liar and a cheat. Mr. Martin is a square, self-respecting man. Yet we have to treat them both alike. Why can't we treat each case the way it deserves?"

"Why indeed!" replied Miss Bailey. "But given the rule, hadn't you and I better be thinking of how we can live with it instead of getting all hot and bothered?"

"Somebody else can tell them, not me. It just isn't fair!"

"Granted. But surely it will be harder for the Martins to take this from a stranger than from you who know and respect them. And after all you don't have to do it with a club. They got their food order yesterday, you say, so you have nearly a week to turn around in. Surely you can put it to the Martins that now is the time to invest that $23 in things the family needs that we can't possibly supply. I'll bet at least three of those children need shoes. How are their rubbers for the winter? Didn't you tell me that Gramma had broken her glasses? If they spend their money within a reasonable time on things like that I don't see that we have any quarrel, do you? Why don't you go to the Martins and have a straight business talk with them—and for Heaven's sake don't get emotional."

"And that I suppose," said Miss Bailey to herself as the door closed behind her visitor, "is compounding a felony or being accessory to the crime—or something. Yes, relief does do terrible things to people, even to social workers."

THERE is something about the idea of families on relief having bank accounts, however vestigial, that the public cannot apparently endure. The rare case of some slick rascal who gets his family on relief while he still keeps his own sizable hoard intact is always good for newspaper headlines if not for a public scandal. It is this occasional grafter who is responsible for the rigidity of rules which "just don't make sense" and which, in the opinion of those close-in to their administration, work unnecessary humiliation on numbers of sincere, self-respecting people helpless in the cogs of the great relief machine.

Take for instance the rule in an upstate New York city. If a family has "fraudulently obtained aid,"—and that, literally construed, means concealing any bank account whatsoever—the City Court will order the head of the family to reimburse the Department for whatever amount of relief the family received, but the head of the family may be given the alternative of serving time in the penitentiary. In either event, after the head of the family makes restitution in cash, which exhausts his resources, or if he goes to prison leaving the family without adequate support, the Department is still liable for the support of the family.

The application of this rule to the Martin family would have obliged Mr. Martin to hand over his residual $23.47 to the public department or go to jail, though in neither case would it have made the slightest difference to the status of his family on the relief roll. Its one accomplishment would have been

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FAMILIES with bank accounts, families with cars, families never before touched by social agencies, now figure large in the "relief population" of these United States. How the new problems they bring, rarely encountered by case workers of a few years ago, are being treated, how workers without extensive training are being prepared to meet situations calling for quick and discriminating judgment, are the subjects of a series of Survey articles, of which this is the eighth, drawn from day-by-day experience in busy relief offices. The series to date is now being offered by The Survey in pamphlet form (see inside front cover). Articles to come, from month to month, in The Survey Midmonthly include: Big-Hearted Clients; Children Must Live Their Own Lives; Nerves; When Hidden Resources Turn Up; Publicity Where Is Thy Sting?; When Clients Are Set In Their Ways.

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to turn the knife in the wound of his humiliation and to embitter him against the relief agency and all its works.

"We do not quarrel with the principle that families should use their own resources before they ask for public aid," said the supervisor of a big city district with twenty years of case work behind her. "We believe that the principle should stand and the application be a matter of adjustment to the individual case. If our families knew in the beginning that this was a principle to be applied reasonably and not as a rigid rule they would have much less incentive to lie about the last remnant of their savings and we should be able to establish a much better relationship with them. But since we have the rule on the books, the best we can do is to make the inquiry and the subsequent check-up on bank accounts as routine and business-like as possible.

"WE try our best to have our investigators avoid pressure and veiled threats where they suspect hidden resources, while they explain that in the present situation relief cannot be given while resources remain and that just as an employer checks up on references or a store on its charge accounts, we must check their statements. It's all just as straight and simple and direct as we can make it, and nine times out of ten the client meets us on that ground.

"We check every application by virtue of a highly confidential arrangement with the banks—and that, if you please is an anomaly that I won't dwell on now—and, though it goes against my grain I'm inclined to think that in a relief operation as wholesale as this one it is a good procedure.

"Of course, the overwhelming majority of the applicants haven't and never have had a bank account, but this routine check-up has uncovered two or three instances of just plain intent to defraud, and a few more where the bank balance was still substantial enough to keep the family going a while longer. There have been enough of these to indicate that the lists should be checked. The puzzlers, however, are the tiny balances, anything from two dollars up to fifty, according to the standard of the family, that represent a last shred of security and that are so blindly and often stubbornly clung to that to force them out is to put a family into complete panic.

"The attitude of the worker is, of course, the key to dealing with these situations. We had one girl who was certainly born to be a detective. The way she could run down a three-dollar bank balance would have been a credit to a bloodhound. So far as any constructive friendly service to the families was concerned she might as well have gone around with a gun on her hip. Of course, such a relationship is just a battle of wits in which the worker is the foreordained loser.

"THEN we had another girl who got herself all mixed up emotionally with the families whenever she had to deal with things like bank balances. I guess they all cried together. We had to let her go, too. She thought I was a hard-boiled she-devil.

"The good worker in such situations is, of course, completely objective and business-like. Theoretically, she should, in the first home-interview or two, so gain the understanding of the family that the reticent little bank account would come out of its own accord. But at a point where our most skilled workers may easily fail, I don't hold it against the unskilled if the bank account stays in hiding. But I do hold it against them if they try to get it out by bullying or big-sticking. Much better, let it come out by the routine check with the banks and then proceed without recriminations, but with a lot of common sense and patience.

"People can be more hurt and their candor more completely quenched by a high-handed attitude toward an insignificant bank account than by almost anything I know. In the cases we are talking about the amount is negligible in relation to the whole situation of the family, rarely enough to carry them more than a week or two. Yet there it is, and there is the rule. The fact that the client has lied to us has nothing to do with the matter. The need of the family and the best use of all available resources is what concerns us. Our good workers simply pass over the lie, assume that the few dollars left in the bank are a family resource and in a perfectly matter-of-fact way plan with the family to use them, so long as they last, for small necessities that our help does not provide.

"Of course, it doesn't always work,—usually, but not always. We get men to whom a bankbook is more than their religion, hysterical women who would see their children wither up and die before they would close out a ten-dollar balance. I suppose sometimes we blink realities when Mrs. Jones shows us her cancelled book and we know perfectly well that that last $8.43 is under the paper in the bureau drawer and likely to remain there. But we just can't and don't keep arguing about it."

ONE of the curious aspects of the great mass unemployment-relief operation of the past three years, still euphemistically called emergency, has been the unwillingness of new relief organizations to profit from the experience of others. Social workers experienced in dealing with families in trouble have long known the futility of trying to apply rigid rules indiscriminately and have learned the high human cost of broken self-respect. Yet as new direction has come forward, state after state has laid down rules and regulations that perhaps its very next-door neighbor had tried and discarded. So the commissary came and went, but not before many thousands of people suffered hardship and humiliation while officials were learning that relief didn't have to be given that way. State administrations with a year or two of experience have modified their original dictum that no one possessed of a car can get relief. Yet Kansas only last month ruled that no one who drives a car or goes to the movies is eligible for relief. Bank accounts are still subject to rigid rules, though little by little experience and common sense are modifying their enforcement.

A social worker translated last year from a large private agency into a still larger public department, summed up the conclusions of many of equal experience when she said:

> Agencies, public or private, must have clearly established policies in regard to all these matters of property, but they should be general policies and not detailed rules. Within these policies the individual worker must be free to operate to the best of her ability. She must have a policy to guide her, but it must have a certain degree of "give" in its application. And some way our American public must come to realize that the great mass of people now receiving help cannot and should not be regimented by rules that have their source in the Elizabethan concept of pauperism. It is inconceivable that in this day and age we should insist on relief that degrades before it relieves.

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Child Health Recovery

By GRACE ABBOTT
Chief, U. S. Children's Bureau

THE Child Health Recovery Conference called by the Secretary of Labor Frances Perkins on October 6 in Washington, included representatives of national health agencies, nearly all the directors of child hygiene in the state departments of health, nutrition experts, representatives of medical societies, the Federal Relief Administration, the relief and social-service child-welfare agencies, and the lay organizations whose help will be necessary in any program for reducing malnutrition.

Ever since the depression began the Children's Bureau has been trying to assemble such information as was available in the various states on how the children were faring in this period of widespread unemployment and of hastily organized relief for their destitution. It will be remembered that at the opening meeting of the White House Conference in the fall of 1930, President Hoover, quoting estimates of the number of handicapped children, said there were six million undernourished children at that time. This was, of course, an estimate, and may have been far under or above the number who were suffering from malnutrition at that time. During 1930 and 1931, such information as came to the Children's Bureau concerning examinations made by doctors in connection with child-health clinics, school examinations, infant-welfare societies, and the like, showed that except in certain mining communities children were pretty well holding their own, and that in some localities additional milk in the family relief budget had resulted in a reduction in the number of undernourished children during those first years. But the effects of under-feeding are cumulative, and in the winter of 1932–1933, although the downward trend of the infant mortality rate continued, there was in many places a complete reversal of the picture, and information began to come in of a greatly increased number of preschool and school children who were showing the effects of inadequate food and housing, of lack of medical care, and the anxiety and sense of insecurity that prevailed wherever there was unemployment. In some regions the proportion of below-par children reaches truly appalling figures. The director of child health in the State Department of Health of Pennsylvania has assembled in diagrammatical form the figures for the school health examinations by counties for the school years 1928–29 to 1932–33 (see accompanying charts.)

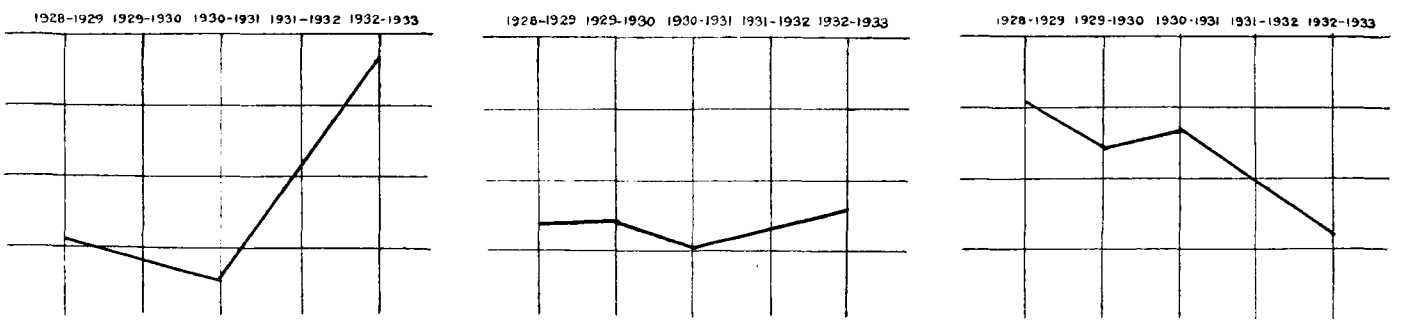
While Pennsylvania has had a very serious problem with its highly industrialized communities, its bituminous coal-mining towns, it is, of course, only one of the states in which the resources have been inadequate to grapple with the needs of the children. Evidence comes from many other places.

At the National Conference of Social Work, Bailey B. Burritt reported that the Mulberry Health Center in New York City where children from 2 to 6 years of age have been examined by physicians for a number of consecutive years, found that whereas 17.7 percent of the children examined were undernourished from 1927 to 1929, the average percentage was 36.7 for 1930 to 1932. The percentage of malnutrition among school children in New York City, as shown in the examinations made by the City Health Department, mounted from 13.5 in 1927 to 21.1 in 1932. The Community Health Center of Philadelphia reported an increase in the percentage of malnourished children from 30.5 percent of the children from 6 to 12 and 28.4 percent of the children from 13 to 16 who were examined in 1928 to 41.5 and 42.5 percent respectively of the children of these ages examined in 1932.

On the basis of such scattered information as has been given it would appear that instead of approximately one seventh of the children being undernourished, if one accepts the 1930 figures to which I have referred, there are as many as one fifth of the preschool and school children who might now be said to be undernourished. I am very loath to accept this figure. I hope that a nation-wide effort to determine what is the nutritional condition of our children will show a smaller percentage.

Lack of uniformity in the methods of study makes it impossible to compare satisfactorily data from different regions. There is an obvious need for some simple plan of procedure by which the nutritional state of large numbers of children in any given community can be evaluated. With such an evaluation it ought to be possible to work out some plan for supplementary feeding and medical care where this is needed. Even if a well-balanced diet is now being given, it will take additional food, especially milk, to bring many of these children back to a good state of nutrition. It is hoped that reexaminations may be made after a period of time to check results.

The group assembled at the conference was invited to



School health examinations for five consecutive years have been made into diagrams by the Pennsylvania State Department of Health. Many of the diagrams run like the one at the left, a few of them run like the one in the center, and a much smaller number like the one at the right

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report such evidence as was available to them concerning the condition of children in many communities.

There is a widespread belief among experts that in addition to those who could be catalogued as malnourished, there are a large number of children in the borderline state of nutrition for whom the scales could be tipped either to malnutrition, if present conditions continue, or good nutrition with relatively little additional expenditure. We hope very much that with the leading child-health experts, pediatricians, and social agencies interested in this problem, a practical plan can be worked out for an appraisal of large groups of children who are suspected of undernourishment and for the additional food and medical care where these are found necessary.

With these aims in view, it was decided that the conference should be an informal, working conference. Except for the opening statement by Secretary Perkins the report from the executive committee and the statement by the director of the Federal Relief Administration, the program provided for discussions of an entirely informal nature, directed toward the problem of how to discover the extent of the problem and what can be done about it.

Why Mothers Die

By HAROLD R. STEVENSON
Cleveland Community Fund, Publicity Division

ABORTIONS plus "hurried, operative and bizarre obstetrics" appear to be the new factors contributing to the deaths of women in connection with childbirth, according to a study recently completed by Dr. Richard A. Bolt, director of the Cleveland Child Health Association. The study, conducted in cooperation with the Academy of Medicine, the Cleveland Division of Health and the Visiting Nurse Association, included more than sixteen thousand confinement cases in Cleveland in 1931. Finding that almost a third of the deaths among these women followed abortions, Dr. Bolt believes that he has determined a chief factor in the apparently increasing maternal deathrate in the United States. How far the findings of the study apply to other communities is unknown, but since it may safely be assumed that social and medical practices do not vary greatly in comparable communities they probably apply at least to other large industrial cities.

Death records of all women between the ages of 15 and 50 years were checked against the records of live and stillbirths and every association between them suggested by similarity of name, place of residence or birth, and time of birth was followed up to find any possible relationship between the death and pregnancy. Hospital records and testimony of doctors, nurses, midwives and relatives were consulted. So-called "criminal abortions" were included, although these are recorded by the Division of Health as homicides.

The official number of maternal deaths in Cleveland during 1931 was 117. The study revealed 151 puerperal deaths, including 12 following criminal abortion. The official maternity mortality rate based upon 16,279 live births was 7.2 deaths of mothers for each 1000 live births. The study showed that if all deaths involving pregnancy were included, the rate would be 9.3. In addition to the live births, there were 592 stillbirths. Of the babies born alive, 496 died under two weeks of age and 527 under one month.

Fifty of the 151 deaths followed abortion, either criminal, therapeutic or self-induced. Dr. Bolt declared:

> Abortions make up one third of the total puerperal deaths. In over 70 percent of these, sepsis was the primary cause of deaths. In 42 of the abortion cases there was no prenatal care, in five the care was inadequate, and in only three cases could it be considered adequate. It is misleading, therefore, to make any comparison of maternal mortality in the community at large, where all deaths from abortion are included, with the mortality among maternity cases under intensive care after the middle of pregnancy. Abortion undoubtedly has been on the increase since the World War. This condition may be one of the main factors in the stationary or increasing puerperal mortality rates in this country.

Among the 151 women who died, 135 were married, 12 single, 2 divorced and 2 widowed. There were 131 white women, 19 colored and one of doubtful color. While 8.6 percent of the total births occurred to Negro women, 12.5 percent of the deaths occurred among them. The chief occupation of 130 of the women was housework.

Of the total live and stillbirths, 16,014 or 95 percent were cared for by doctors. About half of the 1679 registered physicians in the city handled one or more maternity cases during the year. Forty-eight percent of doctors who cared for maternity cases attended five or less live births; 67 percent attended ten or less, and 83 percent attended twenty or less. Fewer than one fifth of the doctors who handled maternity cases had twenty or more. One Cleveland doctor delivered 945 babies during the year, one delivered 878 and a third, 832.

The 151 puerperal deaths occurred in the practice of 109 physicians and nine midwives. Thirty-six percent of the maternal deaths were handled by specialists, 58 percent by general practitioners and others and 6 percent by midwives.

Approximately 60 percent of the total live and stillbirths occurred in hospitals. Eighty-five percent of the puerperal deaths occurred in these same hospitals. A careful scrutiny revealed that, of the women who died in hospitals, 76 percent were referred from the home because of known pathologic conditions. Many of the cases had been in the hands of more than one physician before entering the hospital. Practically all of the infected abortion cases were sent to a hospital before death occurred. Death-rates in the individual hospitals varied greatly. The mortality rate for 6516 home cases was 3.5 per 1000 live births.

There were 98 registered midwives in Cleveland in 1931. Of these, 87 attended 818 live births and 9 stillbirths. Nine mothers cared for by midwives died. Five of these deaths followed criminal abortion induced by midwives but later turned over to physicians.

The primary causes of death were puerperal septicemia, 19; various accidents of labor including instrumentation and surgical interference, version, and so on, 18; toxemias, 12; puerperal hemorrhage, 8; emboli, 8; other accidents of pregnancy, 6; lobar pneumonia, 4; pulmonary tuberculosis, 2; puerperal psychoses, 2; and one death each from scarlet fever, influenza, cerebo-spinal meningitis, chronic

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nephritis and anesthetic shock. There were 33 deaths of the 151 which were subject to a diagnosis or interpretation different from that recorded in the death certificate.

The youngest mother to die at childbirth was 16 and the oldest was 45. However, the maternal deathrate is lowest in the 20- to 25-year group and increases with each advancing age group. The rate for abortion cases is highest in the 15- to 20-year group. There were sixteen girls from 12 to 14 who gave birth to babies during the year; one mother was only 12. Among 132 confinement cases of girls 16 or under, there was only one death.

Seven general conclusions were reached by Dr. Bolt:

1. Factors entering into puerperal mortality are so interwoven with the social, economic and cultural fabric of the community that it is impossible to evaluate them without detailed study of each individual case.

2. Comparison of maternal mortality rates for different communities is misleading unless definition of terms, methods of collecting data and interpretation of records are comparable.

3. Deaths following abortion should be separated from deaths after twenty-eight weeks of uterogestation to gain a true picture of the situation.

4. The midwife, aside from abortions, plays a relatively minor role in contributing to the high maternal mortality rate.

5. Sepsis, toxemias and hemorrhage play the major tragic roles, and these are associated largely with hurried, operative and bizarre obstetrics.

6. Prenatal care and hospitalization are accessories to the actual obstetric situation. They may not be associated with a low maternal mortality, depending upon the type of medical, nursing and hospital care afforded.

7. Not every maternal death is, at present, preventable. Fundamental changes must take place in the socio-economic order and more complete knowledge and skill be available in order to approach this ideal.

Uncle Sam and Medical Relief

By H. JACKSON DAVIS, M.D.
Consultant in Medical Care, Federal Emergency Relief Administration

"THE poverty of a patient . . . should command the gratuitous services of a physician," declares the ethical code of the American Medical Association. Elsewhere that code specifies that a physician should always "respond to any request for his assistance in an emergency or whenever temperate public opinion expects the service." When, however, an "emergency" involves 3,500,000 families, who now look to relief funds for the necessities of life, temperate opinion becomes aware of a too heavy drain on the unpaid work of a profession, with resulting hardship to doctors and unemployed sick.

In many cities and some states, definite arrangements have been worked out in the past few years to pay private physicians for authorized care of patients on the community's relief rolls (see the Midmonthly Survey, February 1933, p. 66; April 1933, p. 155). With the recent issuance of Rules and Regulations No. 7 of the Federal Emergency Relief Administration, Uncle Sam has stepped into the picture with a set of principles to be worked out explicitly by states and local communities to govern their expenditures for the care of the sick unemployed where Federal relief funds are involved. In some places adequate medical attention has been lacking; in others medical relief has been too expensively handled; in some, physicians have been unable to work out agreements under which they received adequate and prompt pay for authorized services. The new regulations provide the first nationwide principles for establishing official liaisons between state emergency relief administrations and the organized medical, nursing and dental professions—state and local. The aim is "the provision of good medical service at a low cost—to the mutual benefit of indigent patient, physician, nurse, dentist and taxpayer."

Medical programs formulated under these rules shall be designed to supplement existing community medical services. As was established by earlier orders, payment of hospital bills and provision for institutional care are left as the responsibility of state or local funds. The policy for the use of federal funds is to recognize within "legal and economic limitations, the traditional family and family-physician relationship in the authorization of medical care for indigent persons in their homes; the traditional physician-nurse relationship in the authorization of bedside nursing care; the traditional dentist-patient relationship in the authorization of emergency dental care." The phrase "in their homes" includes visits at the physician's office for patients who can be up and about, with the understanding that such care shall not supplant existing clinic service. The physician, nurse (or nursing organization) and dentist are to agree to give where so authorized the same kind of care to an indigent person as to a private patient, to the minimum extent consistent with good professional judgment. Payment is to be made at agreed flat rates appreciably below the local prevailing minimum charges in due recognition of the certainty and promptness of payment for authorized services. The flat rate for authorized nursing visits must not exceed the certified cost per visit in accredited visiting nursing organizations in the community. These limitations do not preclude the payment of additional amounts from local funds. Differentiations are carefully made between regulations governing the care of acute and chronic illness, obstetrical care, special and accessory services.

State emergency relief administrations are charged with approving policies, fee schedules and detailed procedures before they are put into effect and are urged in setting up the plans to avail themselves of the advice and help of advisory medical, nursing and dental committees, appointed by the state and local professional organizations, to which all local programs are to be submitted for comment before final approval is given. Participation is to be open to all licensed members of the medical, nursing and dental professions who accept its provisions.

With this order the federal government explicitly declares its part in the responsibility for the medical care of a substantial fraction of its citizens. The plan is built on the traditional relationship between the family and its medical attendants, which is to be preserved insofar as is possible, but the amount of the fees and extent of the services that involve federal funds are to be controlled, by agreement, in accord with general principles governing large-scale relief expenditures.

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Every Bed a School

By BEULAH WELDON BURHOE
Secretary After-Care of the National Tuberculosis Association

THIS article is a plea to provide educational facilities in sanatoria for the tuberculous, not as a fad, a luxury, a time-killer, but as an essential of treatment. Because of the necessity for complete rest during the early part of treatment the patient becomes practically a pair of lungs. All his interests as a human-being are subordinated to the processes in his chest. He is expected to be unconcerned with all else. His work, his family are to be laid aside. He is to approach as nearly as possible a state of intellectual and emotional coma.

While this medical ideal can be approximated when the patient is acutely ill, the time inevitably comes when such isolation is no longer possible. The patient reasserts his human qualities. He thinks and thinks. (If and when he doesn't, he is either dead or incapable of thought.) He may be a "good patient" outwardly, conforming strictly to regulations about rest hours. He may be trying conscientiously to devote his whole being to the healing process but because he is not a vegetable, he wonders. His home, his wife, the children, the rent, the office, the bank balance, the future present themselves, and rare is the patient who can contemplate these subjects without finding somewhere a cause for worry.

That there is in the majority of cases at least one good cause for worry is revealed by an analysis of the educational background of 5176 patients in thirty-two sanatoria in fourteen states recently completed by the National Tuberculosis Association. Sixty percent of this group have gone no further than the eighth grade. Only 6 percent have had any college training and less than one percent are college graduates. Four percent have had no schooling or less than one year and 13 percent have progressed no further than the third grade. What these figures mean in terms of worry about the future is that more than half of all these patients have not one but two major handicaps, the educational as well as the physical. Their physical handicap will bar them from jobs for which they are educationally fitted, and their educational handicap will bar them from jobs for which they are physically fitted. This dilemma is not a restful bedfellow.

The primary concern of most sanatoria has been the physical handicap. Even when the seriousness of the educational handicap has been appreciated it has been thought of as something to be accepted or to be dealt with elsewhere after the patient has left the institution. An increasing number of sanatorium superintendents are now coming to believe, however, that the attempt to reduce this educational handicap is a part of the job of the sanatorium. The attitude is changing. Once they said "Let us devote ourselves to combating the disease process in John Smith's lungs." Now they are saying "While we are doing our best to combat the disease process in John Smith's lungs let us do all that we can to enrich the mind of John Smith. Let us aim in the future to discharge him not only with healed lungs but also with the ability to earn money enough to maintain these lungs in their healed condition."

There is an old saying that the person who has had tuberculosis should return to his old occupation. This is so often an impossibility that as a general statement it has little meaning. In the studies referred to above the percent of those unable to return to their former occupations varied from 25 percent to 50 percent in the various sanatoria. In this group are not only those whose jobs are intrinsically unfavorable but those whose work involves a menace to the public health, such as contact with children and the handling of cooked food. Still another type of patient who should not return to his old job is the adolescent who has been forced by financial pressure to leave school and to enter a "blind alley" job such as errand boy or sales girl. The mere circumstance of having held a job is no surety of its fitness. It is a matter for case analysis in which the problems of each patient are worked out individually.

The removal or reduction of the educational handicap of tuberculous patients involves vocational analysis and guidance as well as adult education. It requires an intimate knowledge of the family background and a familiarity with job opportunities in the community where the patient lives. Since no one person can be expert in all these fields the proper guidance of the patient can be best evolved by conference. In several communities, notably Minneapolis, such a procedure is being worked out very satisfactorily. When the patient has passed through a period of observation and has received a favorable prognosis his case comes up for consideration by a committee composed of the physician, the nurse, the social worker, the occupational therapist, the director of adult education from the public schools, and the rehabilitation worker from the State Bureau of Vocational Rehabilitation. A program is worked out for the patient and he begins his course of study, of course always under medical supervision. Even when the plan made by the committee has to be subsequently modified or completely changed the workers testify to the therapeutic value of having the patient realize that plans for his future are being put into operation.

IN fifty-nine sanatoria some attempt is being made to provide for the educational needs of the adult patients. These programs vary in the number of subjects offered, the number of patients taught and in the thoroughness with which each case is analyzed. In some instances only the ambulant patients receive instruction, while one institution has gone so far as to teach typing at the bedside. Several sanatoria carry on some of their work through the radio. Others purchase correspondence courses and the patients are tutored. The instruction is paid for by public education funds in more than one third of the sanatoria. In several instances the teaching is all done by volunteers while in others such agencies as the tuberculosis association, the American Legion, the service clubs, the woman's club, pay the salaries of the teachers.

While a few sanatoria have been carrying on this type of work for a period of years, it is in most cases a comparatively new development, and one which seems destined to grow. Among its foremost advocates is Dr. David A. Stewart, medical director of the Sanatorium Board of Manitoba, Canada, who said in a recent article:

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There is nothing that can be adapted to hospitals of any kind or size quite so easily as ordinary school education. Even if a teacher cannot be employed, or if there can be one teacher only when there should be a dozen, much can be accomplished. . . . Of all occupations for sick people, especially sick people in bed, or barely ambulant, or even on exercise, one of the very best, in our experience, is study. It is the most universally useful, the most varied, elastic and adaptable, the least monotonous, the easiest to begin, the cheapest to get tools for, the most convenient—for every bed can be a school.

The Case of the Chronic Sick

By E. M. BLUESTONE, M.D.
Director, Montefiore Hospital for Chronic Diseases, New York

A CHRONIC patient, says someone or other, is a patient in whom the doctor has lost interest. This definition should arouse no cynical thoughts in the uninformed. Other current definitions, most of them elaborated by well-meaning physicians and social workers, have a negative characteristic that is intriguing. Thus we learn that a chronic patient is not an acute patient—"short-term" in the language of the modern hospitals,—nor is he an "incurable" patient—a judicial mark of identification indicating that the patient has been sentenced for life with no right of appeal. The scientific school tells us that the chronic patient is the one that is suffering from a long drawn out disease which requires great patience and sympathy for its effective control. In the traditional scientific spirit, there is a breath of optimism in this definition. Everyone knows that chronic patients may or may not be bedridden—as a rule they are ambulatory, semi-ambulatory and bedridden by turns—but most of them may be made partially productive and, in some instances, completely productive after a reasonable course of scientific treatment.

Many believe that the chronic patient belongs in that great middle-class which is medically and economically uninteresting and unprofitable. The fact is that in New York State there exists only one large hospital which successfully deals with the chronic patient in the spirit of the acute general hospital of which there are so many. Communal efforts in this direction have been conspicuous by their absence and we are indeed startled when some new writer undertakes to face us with the facts.

In the volumes[1] under review we have at last a valiant effort to face the subject. With the exception of the published work of Boas and the sporadic contributions, some of them excellent, that one finds occasionally in hospital literature, little seems to have been written, and less done about the problem, though every social worker is familiar with it from bitter experience. The medieval almshouse, the home for "incurables," the home for the aged and other institutional dumping grounds are still the only resort for patients who will not yield quickly to treatment. Any effort, therefore, to state the case should be encouraged.

Both of these studies have features in common, aside from the similarity of the subject. Each one deals with a typical local problem and depends on local experiences for the social philosophy that it radiates. In the one instance it is New York City and, in the other, the State of Massachusetts. The prevalence of chronic disease is much more serious than the average reader thinks. It is quite the most disabling kind of disease and is accountable for the majority of deaths in any country. Certain phases of it, however, require special treatment. In the case of cancer, Bigelow and Lombard have made it their special theme, though by no means neglecting other phases of chronic disease in Massachusetts. Much might have been said about mental disease as a subdivision of the chronic problem. We know, for example, that of approximately 800,000 patients that are found in the hospitals of the United States one half are mental patients. Then there is tuberculosis, which is most often a chronic disease, with 100,000 patients. Only 300,000 patients remain who spend time in hospitals for acute conditions. While these points are not specially stressed, the problem of chronic disease generally being the theme adopted in each case, these writers speak with authority, the two volumes on chronic illness in New York having been done under the auspices of the Welfare Council, and the other under the auspices of the State Department of Public Health of Massachusetts. The statistical method is the basis of both and each one seems willing to accept the hospital for chronic disease as the solution. Perhaps it is, but there is another and a more advanced point of view these days which rejects isolation and segregation in any form as a cure for this social disease.

THE chronic patient cannot be thought of as an institutional problem alone, for during the ambulatory and semiambulatory stages he is located in his home. The social treatment of the chronic patient must be continuous and cannot be separated from the treatment of the acute patient who is so often in the beginning of a medical condition which may eventually become chronic. The method tried, with characteristic indifference, of integrating all hospital activities, is a contribution of the public official working in the political sphere. The fact that it is not convincing in its present form should not blind us to the method of centralizing and integrating medical activities on a voluntary basis so that the natural history of disease could be studied in all of its phases, acute, chronic and "incurable," from infancy to old age, in a group of buildings where the patients could be separated physically and yet secure whatever spiritual comfort is possible.

As source material these volumes will be used by social workers for many years to come, even though in the case of the New York study the facts were assembled before the economic revolution of 1929. While it may be said that the social worker is familiar with the chronic problem because of his daily contact with it, and this includes the conscientious physician who approaches his task with open eyes, the appeal should go to the philanthropist primarily who has the welfare of his community at heart. The solicitude of the strong for the weak is being challenged in a few sections of our civilized world these days, but as long as there is compassion in human souls the chronic patient will command the sympathy of the community.

[1] CHRONIC ILLNESS IN NEW YORK CITY, in two volumes, by Mary C. Jarrett, Columbia Univ. Press, 500 pp. Price $5, and CANCER AND OTHER CHRONIC DISEASES IN MASSACHUSETTS, by George H. Bigelow and Herbert L. Lombard, Houghton Mifflin 358 pp., Price $4, postpaid of The Survey.

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THE COMMON WELFARE

Big Butter and Egg Man

A LOT of experience has piled up since the spring of 1932 when the social-work organizations of the country found themselves confronted with the task of turning 85 million bushels of wheat and half a million bales of cotton, deposited by Congress on the lap of the Red Cross, into bread and clothing for the unemployed. But that undertaking was only a curtain-raiser to this winter's job of executing President Roosevelt's "double-edged program to cut farm surpluses by aiding the hungry." Thus pork, beef, eggs, butter, cotton-seed products and so on, to the value of $75 million, now blocking the way to farm recovery will be distributed to the destitute unemployed. Later coal and clothing were both added to the list. The lessons of the wheat and cotton distribution will not, it is hoped, have to be learned over again in Uncle Sam's new venture into the grocery business on a vast scale. Moreover the Federal Emergency Relief Administration with its legally buttressed "influence" over state and county relief commissions, is in a better position than was the Red Cross to direct such an undertaking—this with all credit to the Red Cross which tackled its job with vigor.

Many people see in this distribution of food nothing more than a mammoth commissary operated by the United States government. Others see it as a realistic cutting through of the economic paradox by which plenty and starvation, side by side, paralyze the country. But no one has heard the unemployed object to the proposal, and if it keeps its promise and uses this surplus food to raise relief standards, few will be disposed to quarrel with it.

Codes for Social Work

IN spite of the ruling that hospitals and social-welfare organizations generally are not expected to comply with permanent NRA codes "as they are not engaged in trade or industry," there is apparent among these organizations a strong sense of obligation to give the NRA "voluntary cooperation wherever appropriate and so far as possible, with a general program of reemployment at shorter hours and higher wages." The YMCA is preparing a code for itself which when signed by its fifteen hundred local associations will have all the effect of Blue Eagle compliance. The Salvation Army, American Red Cross, YWCA, have signed the blanket code, and recommended similar action to their local branches. The American Hospital Association found the differences in hospital practices over the country too great to standardize working conditions. It recommended voluntary compliance by groups of hospitals in the same community operating under comparable conditions. Prison industries are exempt from code control but a committee has drafted a voluntary code now before prison authorities in all the states which marks a move toward uniform practice in prison industries.

A code for social work in general is a large order but one which the National Social Work Council is tackling, not with the idea of producing anything like the industrial codes but of offering light and leading on compliance with the NRA as it touches non-professional employes such as clerical and domestic staff, and sheltered industries such as laundries, printing shops, cafeterias operated by welfare organizations. Finally it hopes to arrive at a classification and standardization of social-work employment.

Organizations which depend on voluntary contributions cannot, without strong public support, reduce the hours and raise the wages of their employes. They have no way of passing on the costs. But that the public will impose on its social organizations standards of employment lower than those accepted by industry does not seem likely. Many of these organizations led in the long struggle for better working conditions in industry. Their own standards must not be casualties of the industrial armistice day.

Henry Suzzallo

SON of a Czechoslovakian seaman, Henry Suzzallo who died in September, was recognized as one of the foremost educational statesmen of the country. He had his first teaching experience in the public schools of his native California and later was associate professor of education at Stanford University. He was president of the University of Washington from 1915 to 1926, a period of such rapid growth that at the end of his term three quarters of the alumni had received their diplomas from his hand. When he dared defy a political steam-roller and was "retired" there was a storm of indignant protest throughout the country (see The Survey, November 15, 1926, page 201). After serving as specialist in higher education for the Carnegie Foundation for the Advancement of Teaching, he became president three years ago.

Though so much of his active life was devoted to problems of organization and administration, Dr. Suzzallo never lost sight of the children, the teachers and the community in his immediate concern with educational institutions. He saw the public schools, from kindergarten through college, as the best means "for an aspiring democracy to approximate its full dream of a prosperous and happy political cooperation." In recent months his voice had been raised again and again in support of maintaining school standards in the face of depression.

Without Benefit of Social Worker

AN honest parent, looking at his own child, usually knows that no other ever could be so wholly desirable. And in the light of that, he would know what Peter Christopolus was up against when he travelled east from an orphanage in Omaha to a family whose dead son he was supposed to resemble. Peter had spent all but three of his fourteen years in the orphanage; he liked to wear overalls because he was used to them though he "didn't mind" the shorts on which the family insisted. But when the father told him that he wasn't like the son who died and never would be, he very naturally "didn't know what to say." He could be only bewildered when they sent him back to the orphanage.

In a letter to The New York Times Dr. George K. Pratt, medical director of the Mental Hygiene Committee of the State Charities Aid Association, remarks that so painful an experience for everyone should never have been allowed

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to occur. "No merely human flesh-and-blood child" ever could have measured up to the Strengs' memories of their dead son. There is something especially pitiful in the remark attributed to the child, "He seemed to have expected a boy who had been raised up like home folks." Under much less emotional circumstances, both the child and the family would have needed time and help in understanding each others' ways, and before ever they tried, they should have had the benefit of the view of a skilled and wise outsider to determine whether the chance was likely to be worth the effort. As Dr. Pratt points out, "Professional social work is still a fluid developing art, and as such is not without its mistakes. But placing a youngster for adoption in a family without adequate preliminary study of the emotional atmosphere of the home and of the differing personalities involved is seldom one of them."

Tune In on This

THE Crises in Municipal Finance is the general title of the sixth You and your Government series of radio programs sponsored by the National Advisory Council on Radio in Education and the American Political Science Association, this time in cooperation with the Citizens Councils on Constructive Economy of the National Municipal League. With more than a thousand municipalities in default and others in serious danger, these programs are of immediate interest. Time and place, nineteen successive Tuesday evenings, beginning October 3, 7:15 Eastern Standard Time, National Broadcasting Company, WJZ, New York and affiliated stations, coast to coast. Speakers: authorities as usual.

Housing Under the NRA

HOUSING history is slowly but surely being made. Ohio has recently passed a law making it the seventh state to authorize *public* housing and the first to provide for setting up a definite housing authority—a law which marks a new era. Under it the Cleveland Metropolitan Authority District has been created. If plans now under way materialize Cleveland will be among the first cities to benefit by a 30 percent grant for public housing under the NRA, though from present indications the city of Detroit will be the first actually to receive a grant for public housing. To Cleveland has already gone the laurels for receiving the largest tentative loan made to a private limited-dividend company, $12 million for a slum-clearance project. At this writing in all some $36 million in loans have been approved in eight states, including vast slum-clearance projects, developments in outlying areas, large and small apartment dwellings as well as single and double, row and detached houses. Among these are five tentative loans to limited corporations in the New York Metropolitan Area (totalling almost $13,000,000), one to a Philadelphia company ($845,000 to the American Federation of Full Fashioned Hosiery Workers), and others to companies in Boston ($3,500,000), Indianapolis ($4,460,000), Raleigh, N. C. ($168,000), St. Louis ($500,000), Euclid, O. ($1,000,000), Hutchinson, Kan. ($40,000).

Of special significance are the two last mentioned. The Euclid loan, according to Robert D. Kohn, housing administrator, is the first where money will be reloaned to individual builders—salvaging lots left over from a subdivision heretofore made. Three hundred houses in groups of not less than fifty are to be built. The Hutchinson loan is important as it is for twenty four- and five-room houses on two-acre plots, a development which will have some of the characteristics of subsistence homesteads.

Children in the News Code

THOSE who are determined that the NRA shall wipe out child labor had better get out their old files and hunt up the answers to the time-worn arguments which would permit it, for if the code submitted by the American Newspaper Publishers is adopted, the employment of children—sixteen years and under, both boys and girls—will be legalized. Without restriction as to age or hours, children would be permitted to sell and deliver newspapers, while children from fourteen to sixteen would be permitted to engage in any capacity in the industry except manufacturing and mechanical processes. As the National Child Labor Committee points out, "Neither from the standpoint of the children who engage in such work nor the standpoint of newspaper distribution is there any valid reason for making this extraordinary concession which practically exempts the newspaper industry from the child-labor provisions which have been incorporated in codes for other industries." In this year one of the NRA there is less reason today than ever before to permit the employment of children in a street trade dangerous from the point of view of hours, of associations, of the possibility of injury from traffic accidents. An army of older unemployed boys and handicapped adults would welcome this opportunity for employment. Survey readers need no statistics as to the high delinquency rates among juveniles employed in street trades. Nineteen states and the District of Columbia have laws regulating such employment, thirty-three cities have municipal ordinances. Many foreign countries prescribe a higher minimum age for street trades than for other employment. Is the NRA to do less?

A Census in 1935?

THE New York City Department of Health is anxious to know if deathrates in the metropolis really are as favorable as they seem to be or if the estimates of population on which the rates are based are so faulty that we have no true picture of what depression is doing. It is futile, they believe, to estimate population on the basis of the increase in the past decade. The birthrate has fallen, from more than 23 in 1920 to less than 15 now; foreign immigration has ceased, but there is no way of telling how many people have left New York for the farm or the home-town or how many have come seeking a job in the metropolis. Normally there would be no census until 1940. "Meanwhile our vital statistics will become more and more inaccurate and we shall have no correct picture of health conditions in this city. This situation probably prevails throughout the United States." That birthrates as well as deathrates may be misleading because based on wrong population estimates has been pointed out by the statisticians of the Metropolitan Life Insurance Company. The migrations of the depression have upset the basis for calculation. As the Health Department adds, it is difficult for governmental or social agencies of all kinds to gauge the effects of depression, the extent of unemployment, the burden on the public treasury, and the balance of farm and town without knowing how many we are and where.

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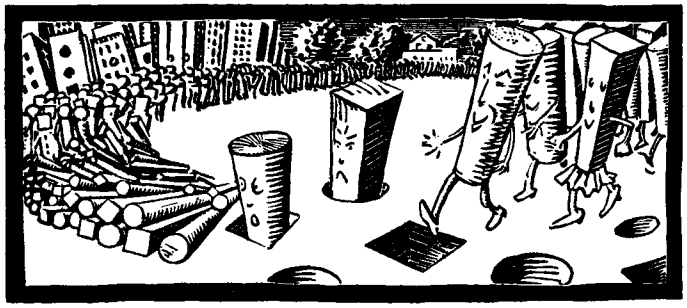

SOCIAL PRACTICE

Recreation Without Money

WHEN it became clear early in the summer that a recalcitrant city budget would keep the Seattle public playgrounds locked and barred the Community Fund, through its unemployed Young People's Committee, Chester E. Roberts, chairman, stepped forward to see what it could do with practically no money at all to go on. The record of the summer plainly shows that imagination and enthusiasm are the best possible substitutes for a budget. For, by means of volunteers, the intensive use of the facilities of churches, parks, schools and social agencies, and a general stirring up of citizen interest Seattle had more and in many ways livelier and more varied recreation than ever before.

The wide range of free activities, with explicit instructions for "joining up," was described in a leaflet, Why Walk the Streets . . . which went out early in July to all the 15,000 families on relief. Choices ran from ping-pong to class instruction in life-saving. In addition to their regular activities the cooperating agencies arranged special projects such as an all-city highschool swimming meet, open-air dances, beach parties, all-day cruises and so on. Through the University of Washington the committee secured enough student volunteers for part-time opening of six of the closed playgrounds.

The activities of the committee bore fruit not only in good times for young people—young being generously defined as "under thirty-five"—but in definite public understanding of the relation of recreation to morale. "And in cold cash," says John F. Hall, executive of the Community Fund, "the whole thing, from the middle of June to the end of August cost just exactly $47."

Prisoners at Work

HOWEVER the NRA may affect the complications of prison industries the survey of the extent and character of prison labor, made under the direction of Herman B. Byer for the Bureau of Labor Statistics, U. S. Department of Labor, will be a valuable source of information for a long time to come. (Prison Labor in the United States, 1932. 15 cents from the Superintendent of Documents, Washington, D. C.) The study covers twelve federal and 114 state prisons, and one county and one city prison housing state prisoners. City and county jails were included but their importance, as regards industries, was negligible.

Although the number of prisoners in these institutions rose by 87 percent during the nine years since the last comparable study was made the proportion of prisoners productively employed continued the decline begun many years ago. Barely one half of the 158,947 prisoners were provided with what we are pleased to call gainful labor. About a third of the total were engaged in various prison duties, about 4 percent were reported sick and the remainder, some 17,000, as idle.

The report reviews, backed up with detailed statistical tabulations, the character of productive work in prisons, the character and value of prison-labor products and the working conditions of prison labor. In conclusion it presents the pros and cons of various systems of prison industry as argued by the American Prison Association, organized labor and prison officials.

The importance of this study is greatly increased by the fact that the Hawes-Cooper Act, which divests prison-made goods of interstate character, becomes effective next year. This will establish state-use, willy-nilly, but how, under prevailing economic conditions, it will affect the bulk of prison industries is still a serious question.

Research Takes a Cut

THE scythe swung by the California legislature on the budget of the State University threatened for a time to lop off completely the work of the Institute of Child Welfare, now six years old. Happily an emergency grant from the General Education Board will enable the Institute to carry on for at least a year with the bare essentials of its program. The budget revision of more than 50 percent entailed a reduction of staff and drastic salary cuts, the postponement of the assembly and statistical treatment of accumulated data and also of publication of completed studies and the discontinuance of all research except that directly connected with the three main lines of the Institute's investigations. These are: an accumulative and intensive study of the growth of 60 infants, an accumulative study of the behavior of 250 children and an accumulative study of 200 adolescents.

Who Are These Migrants?

CONVINCED that the transient boy is a human being and not just a statistic, the Committee on Migrants of the St. Louis Community Council assigned three hand-picked work-relief men to go into the jungles and the freight-yards, strike up acquaintance with their youthful denizens and get as far behind the record as they could. The stories these men turned in, even when stripped of the improbabilities with which the youths had embellished them, constitute a vivid and, the committee believes, on the whole an accurate picture of the kinds of boys who have taken to the road.

It is clear that the boys who strike St. Louis are not homeless children. Practically all were of working age—over sixteen—and had homes of sorts. Not lack of homes, but unhappy home conditions had driven them out.

The current of youth through the St. Louis jungles divides itself roughly into three streams: the Commuters, boys from Missouri farms and villages who periodically bum a trip to the city; the Vacation Jaunters, boys with a little money and a definite destination who choose the highway and the freight-train largely for adventure; the Bad Eggs, work-shy boys with records of delinquency and no qualms, and finally and in largest numbers, the Pioneers, restless young men who since time began have pushed out of their old environment to seek a new setting. Once adrift they have no choice but to push on. Few will face defeat and return home. These constitute the real problem of the youthful transient.

The St. Louis committee is of the opinion that the stream of young transients will not be checked or even controlled until life in the cities and the rural communities provides worthwhile social satisfactions, varied physical outlets and above all outlets for recognition and ego-satisfactions. "We are convinced," says Bertha B. Howell of the committee, "that until American life holds more opportunities in which real futures are possible, until it finds a way to give youth a chance, we shall have a rapidly growing and increasingly serious migrant problem."

Saving Essentials

FACED for two years at least with a strangulated budget, the Pennsylvania Department of Welfare has been obliged to give itself a general overhauling in order "to maintain at least a skeleton staff for all essential services." In the process various activities hitherto rating separate bureaus have been combined into the new Bureau of Community Work, headed by Helen Glenn Tyson and Mary Labaree and the Bureau of Institutional Management

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directly under the deputy secretary Clement W. Hunt. The Bureau of Community Work will operate through four divisions: Mothers' Assistance, with a staff of five supervising the care of 27,000 children in their own homes; Homes and Hospitals, with a staff of four supervising and licensing some 330 state-aided hospitals, maternity homes and homes for the aged; Family and Child Welfare serving children's institutions and agencies, and finally, the Council for the Blind.

The Bureau of Institutional Management will undertake to coordinate the services of the staff officers who serve the twenty-eight state institutions with a population of 28,000. These officers are the agriculturist, architect, engineer, nursing consultant and nutrition consultant. But with travel allowances cut to the bone the services of these specialists can be little more than advisory.

The Bureau of Mental Health, Dr. William C. Sandy, director, remains intact but has been obliged to discontinue all its clinics and other community activities of its field representatives. It proposes instead to develop, through a field psychiatrist and field psychiatric social worker, a form of community service in all the state institutions for mental health.

Although the whole service program of the Department of Welfare has been skeletonized it still has vitality enough for a stout stand. Says Alice F. Liveright, secretary of welfare:

> We declare ourselves for the unification of welfare work within the counties . . . for the maintenance of family life . . . for hospital licensing of the highest standard . . . for state aid where and as it is most necessary and based on rules and regulations established by the department . . . for a preventive program in the field of mental health delinquency and blindness.

Cookbooks and Courage

ANTIDOTES against the courage-depleting poison of "just sittin' 'round" waiting for a job, are at a premium these days. In its Resident Club for Girls, the Emanu-El Sisterhood of San Francisco sensed the danger of over-protection to the girls, long unemployed, whom it continued to care for after their resources were exhausted. Occupation and interest were of course the prescription for slipping courage, so Sisterhood House went in for occupational therapy with the surprising by-product of a neat little profit for its unemployment fund.

The first project was a cookbook, Soup to Nuts, containing 750 tried and true recipes, mimeographed and bound by the girls. The first two editions of 500 each went like hot-cakes at $2.50 a copy without benefit of advertising or of any special effort. A steady demand, much more than local, warranted a larger third edition, revised and improved, the production of which was turned over entirely to the resident girls on a cooperative plan which challenged individual effort. The Sisterhood Print Shop was taken over with the girls working in shifts at a tide-over wage of twenty-five cents an hour, luncheon thrown in. Ethel R. Feineman, resident head-worker at Sisterhood House, Page and Laguna Streets, will tell the details of organization to anyone interested.

A second project was the making and marketing of Sisterhood Caramels, the sale of which is largely local. Then came the Learn and Earn plan by which girls are taught expert mending, delicate laundering and private waitress service after which they are on call at fifty cents an hour and car fare.

Finally came the Sisterhood House tea-room, "tea for two or two hundred," utilizing the glass-enclosed loggia, flower-bordered patio and big library with no expense for equipment and with otherwise idle hands doing all the work. Orders for cocktail- and tea-sandwiches have been a profitable sideline.

"Of course it is all just tide-over work," says Miss Feineman, "useful in the emergency but dangerous if it is permitted to jeopardize the skills and training, the standards and salaries, that the girls achieved before the trouble began."

Useful and Free

NOT all new, but still authoritative, are the following government publications designed to help social workers in aiding their clients to make the best use of low-cost food. They may all be secured without cost from the Superintendent of Documents, Washington, D. C. or from the bureaus responsible for their preparation.

FAMILY FOOD BUDGETS FOR THE USE OF RELIEF AGENCIES; HOW TO SPEND YOUR FOOD MONEY; EMERGENCY FOOD RELIEF AND CHILD HEALTH. *Prepared by the Children's Bureau, Department of Labor and the Bureau of Home Economics, Department of Agriculture.*

GETTING THE MOST FOR YOUR FOOD MONEY. *Prepared by the Bureau of Home Economics and the Extension Service, Department of Agriculture.*

THE FAMILY FOOD AT LOW COST. *Prepared by the two bureaus mentioned above and the Nutrition Service, American Red Cross.*

MIMEOGRAPHED documents, also free, prepared by the Bureau of Home Economics, dealing in detail with the organization of certain relief activities, are:

COMMUNITY SEWING IN RELIEF PROGRAMS.

COMMUNITY CANNING CENTERS. *By Mabel C. Steinburger and Miriam Birdseye.*

Another Children's Code

THE publication by the University of Louisiana of the report of the Louisiana Children's Code Committee and of a compilation of statutes affecting child welfare, is the happy outcome of the initiation by the State Conference of Social Betterment in 1930 of a project into which it drew the active participation of the State Bar Association and the support of many state-wide organizations concerned with social legislation. The report, written by Harriet Spiller Daggett, professor of law at the University and chairman of the Children's Code Committee, goes now to the annual meetings of the two sponsoring bodies from which, it is presumed, a program of action will emanate.

The method of the compilation, necessarily selective, puts "into accessible form the laws bearing most directly upon the welfare of the family and in consequence upon children." The Code Committee confines its legislative recommendations pretty generally to the establishment of a state department of public welfare and of parish (county) boards, the licensing and regulation of maternity hospitals, the supervision of child-placing and child-caring organizations and the guardianship of dependent and neglected children. The committee's emphasis on centralized administrative agencies is explained by its conviction that "the efficacy of laws, particularly for defenseless children, lies in their faithful administration rather than in their appearance on the statute books."

ALTHOUGH the Red Cross has reached a post-war low of 150 in its war-service staff it is still active in seventeen general army and navy hospitals, one, St. Elizabeth's, hospital for mental cases, 208 army stations, 131 navy and marine corps stations and fifty-six offices of the Veterans' Administration.

BECAUSE of the great interest of the late Dr. Hastings H. Hart in the cause of jail reform the Russell Sage Foundation, in cooperation with the American Prison Association, has carried out his intention of distributing the privately printed pamphlet, Propagating Crime through the Jail and Other Institutions for Short-Term Offenders, prepared for the National Crime Commission by the Sub-Committee on Pardons, Parole, Probation, Penal Laws and Institutional Correction, Louis N. Robinson, secretary. Copies are available from the Foundation, 130 East 22 Street, New York.

THE study of methods of statistical reporting of child dependency made for the White House Conference by Emma O. Lundberg, but regrettably omitted from the published findings, has been made available by the Child Welfare League of America, 130 East 22 Street, New York. The title is Child Dependency in the United States and the price is $1 in paper, $1.25 in cloth covers. Miss Lundberg examines the statistical methods of thirty-one states, their adequacies and inadequacies, and reports a demonstration of the practicability of obtaining complete data in states using various methods of collecting statistics.

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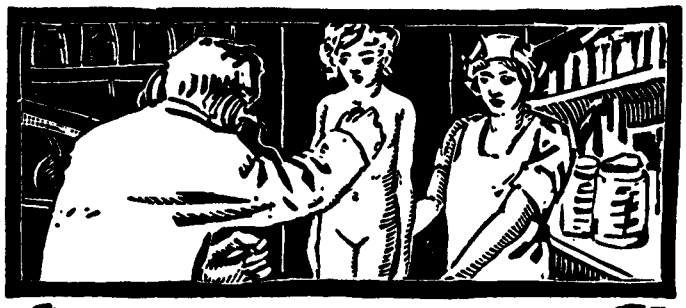

HEALTH

Hastening Diphtheria's Downfall

BIG news of the month for foot-weary nurses and clinic workers is that extensive use has been started of the new diphtheria immunization toxoid which usually does its beneficent work after one injection instead of the two or three necessary with the older toxoid or toxin-anti-toxin. The new precipitated and redissolved toxoid was perfected by the late Dr. Leon C. Havens, director of the state laboratories in Alabama and has been used successfully in that state under the direction of Dr. J. N. Baker, state health officer, and among a group of 600 children in Virginia, studied by physicians of the Virginia State Board of Health and Dr. G. W. McCoy, director of the National Institute of Health Laboratories. The single injection successfully immunized more than 90 percent of the children treated. Immunity develops after two months, much more rapidly than was the case with the earlier preparations. After still more tests, the New York City Health Department hails the treatment as "a great boon" and has ready in its laboratories enough of the toxoid to immunize 80,000 during an intensive campaign in two boroughs. When parents cannot pay a private physician, treatment is given without cost at the baby health stations. The obvious saving in time, money and convenience to both parents and public-health workers must hasten the complete downfall of diphtheria.

Doctors and Patients

BY a plan worked out by the Monroe County Medical Society, the Rochester (N. Y.) Hospital Council, and the Rochester Health Bureau admissions to clinics in that city have come under a uniform arrangement. The functions of a dispensary, the plan declares, are adequate medical care for people who cannot afford to pay a qualified physician; teaching facilities for physicians, nurses, and dietitians; and research. Under the plan clinic applicants are asked to submit a recommendation from their family physician, if they have one; in an emergency, the physician is consulted after admission. The patient's eligibility for clinic care is gauged by a table setting maximum income from all sources at from $12 a week for a "family" of one person to $25 for four and $4 per capita per week for eight or more. This schedule is interpreted individually, considering types and probable duration of illness and the like. Ineligible patients who have no family physician are referred to at least three members of the hospital's staff. Private physicians agree to treat patients ineligible or eligible for clinic care by reason of their financial standing for fees within the patient's means. Maximum fees for clinic care are set at 50 cents for first visits or revisits and cost for laboratory charges and x-rays.

The Jefferson County, Alabama, Chapter of the American Red Cross has been carrying on an extensive program of medical relief by the payment of minimum fees to physicians who volunteered for the service paid for authorized visits to patients unable to pay a doctor. The chapter's own funds have been drawn from the Community Chest drive and federal relief funds, and the schedule of fees, submitted by the county medical society, has been $2 for a home visit, $15 for obstetrical service, and $10–$25 for minor and major surgery. Under the ruling that federal relief funds are not available to private agencies, all relief, including medical relief, has been taken over by the Public Relief Administration Board.

In Cleveland, Ohio, the benefits of an admitting officer have been extended to the patients of private physicians through the establishment of a "rating service" by the Academy of Medicine. When a patient declares himself or herself unable to pay the doctor's full charge for any medical or surgical service, the physician may refer the question of an equitable arrangement to the social worker in charge of the service, Edna Shoup Hitchings. Mrs. Hitchings is a former member of the staff of the Cleveland Children's Bureau and the social-service department of Lakeside Hospital, Cleveland. The patient pays 50 cents for the rating, which is confidential and includes budgetary advice to families both for the immediate emergency and for future ways of meeting sickness bills.

Case-Finding at the Fair

HEALTH had a heyday this year at the Illinois State Fair with mechanical devices, neon lights, transparent photography, wax models, movies and special placards to point out the ways to attain it. An important new project was free tuberculosis tests for children between the ages of 5 and 18, supervised by the State Health Department in cooperation with the Sangamon County Medical Society and the Illinois Tuberculosis Association. Children who volunteered for skin tests, with the written permission of their parents, got free tickets to return to the fair two days later to have the tests read. All who tested positive were x-rayed with a portable machine installed on the grounds. The x-ray pictures, with a typewritten report, were sent to the family physician or to the tuberculosis society responsible for the taking of the test. The project proved itself a success not only in discovering existing or suspected disease but also in acquainting thousands of persons with the scientific procedures for outwitting tuberculosis. Another project of the state health department, the Better Babies Conference, indicated that very young Illinoisers are far better protected against diphtheria and smallpox than was the case two

Pertinent Publications

PROCEDURE FOR THE DISCOVERY AND CARE OF TUBERCULOUS CHILDREN. *National Tuberculosis Association, 450 Seventh Ave., New York City.*

Outline of a plan worked out by the Association's Committee on Protective Care of Tuberculous Children, under the chairmanship of Margaret Witter Barnard, M.D.

MENTAL HYGIENE RESOURCES OF NEW YORK CITY. 1933–34 Edition. *Price 15 cents. State Charities Aid Association, 105 E. 22 St., New York City.*

Clinics, hospitals and institutions for mental illness and defect. Consult the S.C.A.A. also for a Mental Hygiene Reading List for Nurses, compiled by the New York State Committee on Mental Hygiene and available on request.

PROCEEDINGS OF THE SOUTHERN BRANCH, AMERICAN PUBLIC HEALTH ASSOCIATION. *Price 50 cents of the American Public Health Association, 450 Seventh Ave., New York City.*

Minutes and papers of the Birmingham meeting, November 1932.

GROWTH AND RETENTIONS OF CALCIUM, PHOSPHORUS AND NITROGEN OF INFANTS FED EVAPORATED MILK, *by Philip C. Jeans, M.D., and Genevieve Stearns. Reprinted from the American Journal of Diseases of Children, July 1933. On request from the Evaporated Milk Association, 203 N. Wabash Ave., Chicago, Ill.*

For traveling loan libraries of books and pamphlets on social hygiene topics, available to responsible groups on a long-time basis, consult the American Social Hygiene Association, 450 Seventh Ave., New York City.

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years ago, but that there still is room for much improvement in their mental-hygiene training. "Most of the children adjusted themselves poorly to the environment of the examining quarters and very few mothers asked pertinent questions about mental hygiene."

So Do We All

SOUTH BEND, Indiana, numbers among the enterprises of its public schools an enthusiastic summer-school class in health education. This year it included thirty highschool boys and girls who supplemented textbooks with field trips, asked to have the tuberculin test demonstrated on themselves personally, and made a gratifying number of voluntary trips to doctor, dentist and oculist. Seeking to measure the results in the pupils' habits of living the teacher asked at the end what things they were doing differently. One girl replied with patient hopefulness, "I try to stand more erect. I am sure that this course will sink in and that next year you will see more change in me." Another added, among other remarks, "I've found the family to be better humored and easier to get along with since I learned to accept the inevitable and use self-control." And Lucille W., according to the Hoosier Health Herald, found the good news so good that she wanted to spread it: "Taking health I have learned to control my temper. We know a lot of people who need Miss Cogswell's health course."

Enlist the Chamber of Commerce

AN active public-health committee in *every* chamber of commerce is the suggestion recently put forward by Dr. Herbert J. Samuels in the Weekly Bulletin of the California State Department of Health. Such a committee, Dr. Samuels points out, should represent business, professional and industrial groups, and may well act as a sponsor and interpreter to the public for the work of public and private health agencies. Among its activities might be participation in the National Inter-Chamber Health Conservation Contest, study and analysis of the support of local health work, encouragement of "preemployment" physical examinations in industrial and commercial establishments, study of local health laws and their enforcement, and aid in obtaining educational publicity for public health in local newspapers.

"THIS report has been prepared in our own office to save the expense of printing" says the title page, of Common Cents, 1932 chronicle of the New York Tuberculosis and Health Association. When a depression can instigate anything as pleasant and pointed as this piece of mimeograph it has something to say for itself after all.

RENASCENCE of beer has produced an unexpected ramification in the California State Department of Health. Because of its return there is "considerable activity in the digging of clams," advertised in many lunch places where beer is sold. Considerable digging means closer supervision to see that none coming from quarantined areas reach the market.

ON the heels of such announcements as a recent report from the New York State Department of Health that there is a statewide decrease in the consumption of milk, there is special food for thought in a study of under nourished children in Philadelphia, reported by Fred Lininger in the Journal of the American Public Health Association (Vol. XXIII, No. 6, p. 555). Not only did the children who had milk at home or at school show greater weight gains than others but also the proportion of the milk-fed who improved in scholarship was nearly double that of the other group.

ONLY by a change in the state law can New York City hospitals adopt a plan for group payment for hospital care, according to a ruling by the State Superintendent of Insurance, George Van Schaick. Mr. Van Schaick expressed his sympathy with the plan but felt himself unable to approve it unless hospitals were exempted from the existing provisions of the insurance law or provisions incorporated to govern their participation under it. Further study is being made of systems in this country and abroad by the committee interested in the plan, with a view of introducing a bill at the next legislative session.

A NEW low for 1932 was registered in the infant death-rate of 58.6, according to the compilation of the American Child Health Association, the lowest infant mortality rate ever recorded for the Registration Area. Among cities with more than 250,000 population, Portland, Oregon, fared best with a 34. St. Paul, Minn., came next with 39, and San Francisco and Oakland, Calif., tied at 40. In cities of 100,000–250,000, Long Beach, Calif., came first with 36; and in cities of 50,000–100,000, the banner went to Cleveland Heights, Ohio, with 0. The cities with the highest rates in these various population groups ranged from Washington, D. C., with 73 to Columbia, S. C., with 111.

IN Connecticut the state medical society has adopted a resolution authorizing a state-wide campaign against tuberculosis, emphasizing the use of the new, economical paper x-rays and drawing in state health department, local health officers and physicians for work in communities that request their aid. The cost of the x-rays is to be met by the persons who have them, the films will be interpreted by the state tuberculosis commission, and a report sent on to local authorities to be given to the patient.

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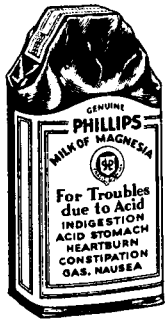

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

FERA Policies

IN the period from August 20 to September 20 the Federal Emergency Relief Administration issued the following statements of policy:

Work-relief employment of teachers was approved, as reported in The Survey Midmonthly for September, page 323.

Aid to public-health units was declared to be outside the scope of the Federal Relief Act, but approval was given for the use of health workers on part-time as members of relief-administration staffs in order that "the structure of these invaluable bodies may be preserved."

Government meat distribution. Announcement was made that processed meat made available by the Agricultural Adjustment Administration's hog-purchase plan would be distributed through state relief administrations to localities where relief standards were known to be low. "This meat will be used to augment rather than to supplant any item of relief that the unemployed are now getting," the Administration stated. Between 200 and 300 million pounds of processed meat will be so distributed.

Relief in deportation cases. By joint action with the commissioner of immigration, the FERA has authorized state relief administrations to expend federal funds in providing transportation to members of families who wish to accompany deported aliens back to their native lands. Heretofore no federal monies have been available for this purpose and families have been broken when the deportation procedure invaded them. The announcement says:

> It is expected that the procedure will have three-fold results. The family will be kept together, humanely providing the children with the continued benefits of family life. Economic distress will be obviated by keeping the breadwinner in contact with his dependents. Many families who could otherwise be added to the relief rolls will be saved from public dependency, forestalling additional relief costs to the communities in which they would reside.

Medical services for the sick unemployed have been limited and prescribed in a ruling which is set forth at length in other pages of this issue.

Relief to veterans. The FERA was asked by one of the state administrations to rule on the use of federal relief funds to supplement relief to veterans adversely affected by recent readjustments in service compensation. In its reply, after reviewing the provisions for rendering aid to all the needy unemployed, the administrator said:

> Unemployed veterans in need of relief should be able to have their needs met by the local emergency relief administrations on the basis of actual budgetary requirements. I am sure that proceeding through the regular channels of relief unemployed veterans will receive the fullest measure of assistance and will be in a position to profit most through cooperative relationships entered into between the Emergency Relief Administration, the Federal Reemployment Service, and the Public Works Program. . . . We believe therefore that through the regularly established state and local emergency relief administrations the unemployed veterans will receive the best service the Federal Emergency Relief Administration can offer to them.

Responsibility for care of migratory transients rests upon their employers and upon the state in which they are stranded and not upon the federal government, it was declared in explaining FERA disapproval of the practice of "passing on" seasonal migratory workers through the use of relief funds. "Proper control of labor needs within the states will prevent surplus labor from entering seasonal fields," the administrator stated. The Pacific Coast area and the states of Texas, New Jersey, Maryland, New Hampshire, Colorado, Michigan, Virginia and Illinois were named as the districts where the migratory labor situation at this time is a serious problem.

Cooperation with the Red Cross in disaster relief was the subject of a statement following the Florida and Texas hurricane disasters. Federal relief funds may properly be spent in these areas for food and work relief but not for rehabilitation purposes, it was decreed. The latter responsibility—rebuilding homes and providing furniture, clothing and certain other necessities—has been undertaken by the Red Cross which is making public appeal for funds for this purpose. The FERA has urged full support of the Red Cross appeal.

A New State Set-Up

REORGANIZATION of the *Arkansas* state relief administration has been completed as a result of intervention by the FERA in the state situation. A new committee of eleven was named by the governor with power to select a relief administrator. The latter takes over the supervision of relief which had previously been vested in the state Labor Department.

The new committee will be known as the State Emergency Relief Commission. An executive committee chosen from its membership will act in an advisory capacity to the new state director. In each county the local relief committees will henceforth serve only as advisers to county relief directors appointed for direct supervision of the work. Within the state administration, three divisions have been set up: social service, accounting and auditing.

The new regulations provide that the state commission shall interpret policies of the FERA "in terms that are applicable to situations in Arkansas with the understanding that in all matters pertaining to the administration of these funds the decision of the federal administration or its representative is final."

Barter in Relief Operations

THE *New York City* Emergency Unemployment Relief Committee, popularly known as the Gibson Committee, has just issued a brief report covering the operations of its Food and Clothing Division last winter. One device described therein is of particular interest, namely, the conversion of government flour, by an exchange process, into standard food packages of twenty or more items each.

The national policy of distributing packaged flour through the Red Cross to the homes of the unemployed was peculiarly unsuited to New York, where few housewives have either the skill or the facilities for baking bread. The alternative of paying commercial bakers with flour for the production of bread of equivalent value was felt to fall short of meeting the need of food in wider variety. Accordingly, approval was secured from the federal government in July 1932 to exchange flour for more usable food items.

The processing and trading agreements necessary to bring this about were intricate, according to the Committee, but they were successfully negotiated with the aid of the leading bakers, wholesale grocers, and produce firms of the city. As a result, a total of

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1,058,754 food packages valued at $2.75 each (retail) were secured and distributed up to July 1, 1933 in exchange for 788,473 barrels of flour which the local Red Cross organization secured from the government.

Packaging and distributing was done by relief labor, which was also used, with the cooperation of manufacturers and labor leaders, in the fabrication of garments from the five and one-half million yards of Red Cross cotton which was the city's portion. In these ways, employment at relief wages was provided for some 1600 persons, and in addition, foodstuffs and clothing to the value of some seven and a half million dollars made available to relief operations.

The Red Cross Courier is authority for the statement that the nation-wide distribution of government wheat has constituted the greatest peace-time operation of the American Red Cross, exceeding by $25 million the relief in the Mississippi flood disaster of 1927. A total of 5,800,000 families were aided with government flour.

"Indigent Tenants" Again

FACED by early exhaustion of funds while the legislature was debating relief measures in August, the *Ohio* Relief Commission ordered local relief bodies to discontinue rent payments on behalf of clients and to invoke the provisions of the Annat Act instead. This act, passed by the legislature last spring, allows landlords with "indigent" tenants to secure remission of taxes on property involved, plus 30 percent additional in cash for repairs and upkeep. A storm of protest arose over the state and organizations of landlords sprang up which threatened wholesale evictions unless more liberal consideration were afforded them. The passage of the state emergency relief financing act and the subsequent FERA grant reported elsewhere in this department has allowed the State Commission to modify its ruling sufficiently to avert a crisis.

News from the Cities

THE past two months have been a busy period of reorganization in numerous relief districts over the country. Following the FERA order to put the expenditure of federal funds in the hands of public agencies, state administrations have been moving in the direction of unification of effort through public county units. In some states these are being revamped from previous patterns; in others, entirely new organizations have been formed.

Houston, Texas, has merged its relief effort with the rest of Harris County under the general direction of a county Welfare and Employment Board, a group of five citizens reporting to the state director of relief. *Des Moines, Iowa*, has joined the Polk County authorities in establishing a county-wide administration of unemployment relief in which public and private agency workers coordinate their activities under the general direction of the State Emergency Relief Board. *Omaha, Nebraska*, and Douglas County have effected a similar set-up following a brief period of confusion which was resolved by a visit from an FERA representative. *Little Rock, Arkansas*, and Pulaski County have completely reorganized their relief programs under the county Emergency Relief Committee.

In *Minneapolis* a new mayor has been instrumental in having the public department decentralize its work by opening district offices to serve its large caseload. A second proposal by the mayor, to use the police in making investigations, has fortunately been defeated. *Toledo* has just gone through an upheaval of relief organization in which the state intervened by the appointment of a temporary "relief dictator" from outside the county. The city commissary has come in for a considerable degree of criticism and will probably be abandoned. *Columbus, Ohio*, has put its municipal relief department under county direction on instructions from the State Relief Commission.

San Francisco has placed its relief program under the direction of a new city-county agency known as the Emergency Relief Administration. The Citizens Emergency Relief Committee which formerly acted in an advisory capacity only, has been designated as the executive body. *Portland, Oregon*, has transferred its relief work from private-agency control to the jurisdiction of the County Relief Committee established by action of the last legislature. *Grand Rapids, Michigan*, and Kent County have coordinated their relief activities under a new county administration headed by a three-man commission. Howard Hunter, local chest executive, has been appointed temporary administrator and has set up a completely new form of organization.

Who Are the Unemployed?

THE *Boston* Council of Social Agencies has recently completed its third annual study of unemployed clients of the Department of Public Welfare, to determine what shifts, if any, were occurring in the sources of intake. From the new applications being received by the department 364 cases were chosen at random and carefully checked. The outstanding conclusions of the study are:

1. Contrary to popular impression there has been only a slight increase in the number of "white-collar" persons applying for aid since 1931.
2. Only one third of the total group had worked at less skilled jobs than their regular occupations since first being dislodged from steady employment. The other two thirds went from their normal vocations directly into unemployment and eventual need for aid.
3. Over half the men had held their last regular jobs for more than two years.
4. Unemployment caused by personal difficulties (age, mental and physical handicaps, or inadequate training) were considered as causes of unemployment by 12 percent of the clients and by 31 percent of their employers. The latter indicated that in a majority of all cases, the clients were rated as satisfactory for re-employment when conditions improve.

In contrast to the last of these findings is the *Detroit* discovery that something less than 40 percent of the clients of the Department of Public Welfare of that city are on the "eligible for rehire" lists of Detroit employers, and that many of these were rated as satisfactory for use only in periods of peak production.

Is This Deterioration?

UNEMPLOYMENT relief, like every other civic and governmental activity in *Montreal, P. Q.*, is separately set up for French-Canadian inhabitants and for those of British origin. The Emergency Unemployment Relief Committee, which cares for the needs of the latter group, finds that among the families recently under its care, over 13 percent were able to secure no income in addition to relief during the entire winter of 1932–33. Average earnings exclusive of relief were studied in a group of 1500 families. Among 500 which had received relief prior to October 1930, 40 percent had received relief every week during the winter; and the average weekly earnings in the group during the period were $1.91 a week, of which wives and children brought in over 40 percent.

Another 500, all of whom had come on relief since the beginning of the depression, were able to earn an average of $2.11 weekly toward their own support, while the latest 500 applying had an average earning capacity of $2.90 weekly, of which only 29 percent was earned by wives and children.

This study would seem to throw some light on the vexed question whether the earning capacity of breadwinners decreases with length of time out of employment.

Laws on Relief

THE Public Administration Service, 850 East 58 Street, Chicago, has just published a pamphlet, Federal and State Legislation for Unemployment Relief and National Recovery by Marietta Stevenson and Lucy Williams Brown of the American Public Welfare Association. Price 25 cents. In addition to the summaries, fully documented, on unemployment and recovery, the manual includes a table of 1933 legislation by states and a selected bibliography of government publications.

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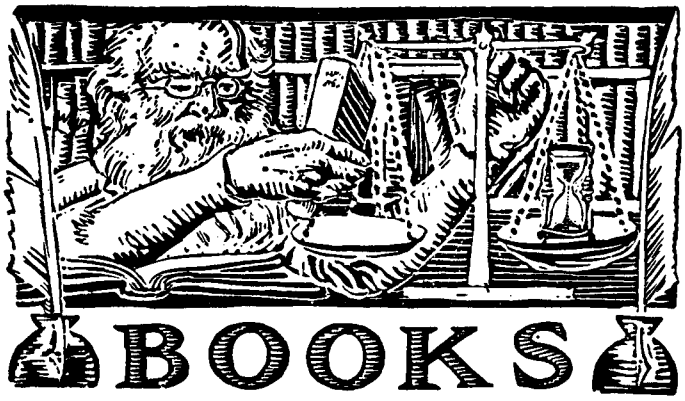

The Therapeutic Relationship

THE DYNAMICS OF THERAPY IN A CONTROLLED RELATIONSHIP, *by Jessie Taft. Macmillan. 296 pp. Price $2.50 postpaid of The Survey.*

FOR two generations social work has been exploring the possibilities for human development that lie in the help which one individual can be to another. Ever since Octavia Hill, the therapeutic aspects of the relationship between helper and helped have been recognized, but only recently has this relationship existed in so clearly defined a form that it could be described. Until within the last fifteen years what one person could be to another seemed inseparably intermingled with what he could do or carry to him. The helper brought not only himself but also opportunity of many kinds—material relief, employment, medical care and other forms of aid. These services were so concrete and specific that they obscured the personal elements in the relationship. They prevented the development of an understanding of what an association which offered nothing but itself could mean.

There exists now, however, a growing area in social work where, just as in psychoanalysis and psychiatry, what the helper is can be isolated from what he may do or bring. Illustrations of this will be found in certain phases of the social case work at child-guidance clinics, family and children's agencies and like institutions. It is a form of practice in which whatever eventuates for an individual depends entirely upon the quality of the interchange between himself and the person to whom he has turned for help. Dr. Taft, having had in this field a long and profound experience, presents in The Dynamics of Therapy in a Controlled Relationship a description and a discussion of what she calls the therapeutic relationship.

Her method of doing this is to reproduce the records of her contacts with two children. The first, a girl of seven, spent sixteen visits of an hour each in Dr. Taft's office; the second, a boy, also seven years old, paid thirty-one visits. The report of each hour is for all practical purposes complete and verbatim. The records of children rather than adults were chosen because "they are brief enough and simple enough to serve as immediate experience for the reader without entangling him in symptoms and interpretation." Preceding and following these records is a discussion of their therapeutic implications. In addition, the second record is accompanied by explanatory footnotes. The whole discussion is introduced by a chapter on the Time Element in Therapy.

The book emphasizes the significance of the problems arising from the conflict within every human being between the desire for change and the desire for permanence, the struggle between the urge toward growth and the wish to have everything remain the same, and the related problem which each of us faces in reconciling and integrating the two equally important factors of independence and emotional association with others. This is the background against which all our lives are lived. It is a condition which people sometimes are unwilling or unable to meet. They find their emotional pendulums swinging too violently or too far in one direction or the other. When an individual seeks help out of personal trouble this is the fundamental problem with which the helper is confronted.

Help consists in using the relationship with the therapist to reproduce, but in a controlled and intimate way, the conflict that has been going on in the world outside. Instead, however, of being diffuse this conflict centers about the therapist. In him the client finds the emotional release and the security that comes from the realization that here is some one who is interested in him, who understands him and who accepts him for what he is.

But from the very start there is also limitation, the limitation of time in that the periods of the relationship are restricted in duration and ultimately must come to an end, and the limitation that exists in the need to respect the integrity of the personality of the therapist which ultimately becomes an acceptance by the client of his own individuality. Thus he may not impose upon the right of the therapist to his own life, he may not deposit his problems upon the therapist; they remain the client's own.

Dr. Taft shows how these very limitations can be used to enable the client to meet his difficulties and gain the strength that enables him at last to accept the final limitation, which is separation from the therapist and the discontinuance of the relationship. Through this process, experienced in the microcosm of the therapeutic relationship, the client prepares himself for meeting on the larger stage in the macrocosm of life the facts of change, growth, independence and relatedness.

All this which without illustration would seem abstract, becomes vivid through Dr. Taft's record of her experiences with the two children. The recounting of what happened hour by hour is absorbing in its dramatic interest and points the philosophy which Dr. Taft's expounds. When at last the moment comes for the child to leave the therapist one feels all the poignancy and finality of separation. It is a convincing illustration of the manner in which the hour reproduces the drama of life.

The Dynamics of Therapy is not only an exposition for the therapist; for the great majority of us who are not equipped for this type of practice it provides a background for appreciating the important factors that are present in every relationship between case worker and client. The book is one of the most valuable introductions to the emotional life of childhood that the literature of social work has produced. It will be read with profit by those who in any way have to do with children. Above all, The Dynamics of Therapy is a philosophy of life in which the reader will find insight into human problems and a call to spiritual adventure.

Pennsylvania School of Social Work KARL DESCHWEINITZ

Russian Health Services

A PHYSICIAN'S TOUR IN SOVIET RUSSIA, *by Sir James Purves-Stewart. Stokes. 175 pp. Price $1 postpaid of The Survey.*

IN scientific approach and general attitude toward the Soviet Union, in organization of subject matter and in literary quality, this book presents a striking contrast to a similar little volume by another distinguished Englishman which appeared about a year ago—A Scientist Among the Soviets, by Julian Huxley (Chatto and Windus, London). Huxley saw the Soviet doughnut, tasted it and rather liked it, although it was made like black bread, a bit sour perhaps under the sugar. Sir James, on the other hand, for the most part saw only the hole. Throughout he shows marked bias against the Soviets and a grudging credit for certain striking achievements. He tells us that "the Communist Party admittedly finances subversive propaganda amongst the populations of foreign countries, e.g. England," evidently quite innocent of the fact that the Soviet government, which is "admittedly" directed by the Communist Party, has negotiated and signed non-aggression pacts with all its neighbors, "declaring that every state has an equal right to independence, security, defense of its territory and *free development of its state system.*" (Italics throughout are by the reviewer.)

On Nevsky Prospect, the principal street of Leningrad, he finds "in every doorway and on the pavements filthily clothed men and women, and even a few children, lying closely packed . . . not in scores but in hundreds, sometimes piled in pyramids, packed like a football scrum. . . . From *every* club drunken men were staggering out. . . . Numerous prostitutes plied in the streets."

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Crowding there is in industrial centers throughout Russia, all observers agree, but hardly to the extent he would have us believe. Accompanied by Sir Arthur Newsholme, certainly a competent observer, I was on Nevsky Prospect within a week of the date of Sir James' visit, but we saw nothing remotely resembling the picture he presents. Moreover, in a journey of nearly nine thousand miles, visiting most of the principal cities in European Russia, we identified only one street-walker and there was surprisingly little evidence of drunkenness. Indeed, it is generally agreed that the "liquidation" of prostitution is among the most striking achievements of the Soviet regime.

The evident prejudice of Sir James makes his testimony concerning the medical and public-health services, in which field he is a competent observer, all the more valuable. Many references could be given if space permitted to show that he completely concurs in the view of Sir Arthur Newsholme "that indeed a revolution has taken place in Russian medicine, the methods and procedures of which the rest of the world needs to ascertain."

In his summary, after speaking of the colossal Dnieperstroy dam, *an achievement which cannot be gainsaid*, Sir James goes on to say, "Still more impressive is the elaborate organization of her public-health services. Some of these are diametrically opposed to the codes of social life in western countries. Others, however, constitute a challenge to capitalist governments, a challenge which they would do well to take up, and, if possible, to surpass."

While Sir James provides us with valuable expert testimony concerning the medical services of the Soviet Union and gives us some interesting though often inaccurate glimpses of Soviet life, he displays almost complete innocence of the underlying principles of the Soviet system and, for a scientist, a strange lack of understanding of the conditions under which this great social experiment is developing.

Milbank Memorial Fund JOHN A. KINGSBURY

Black Zionism

THE MIS-EDUCATION OF THE NEGRO, *by Carter G. Woodson. Associated Publishers. 207 pp. Price $2.15 postpaid of The Survey.*

AS the issues of the American race problem become more and more intellectualized, as indeed they must, the crucial dilemma will be that of a policy and program of assimilation versus that of non-assimilation. Some paradox of racialism and its implications as they conflict with those of imitative Americanism will divide the Negro intellectuals and perhaps the rank and file of the black masses. For the present, compromise and shifting expediency have passed the emphasis of race policy back and forth in a not too satisfactory fashion. Dr. Woodson, whose attention has been given constructively for years to the promotion of Negro history, comes forward with a challenging and uncompromising defense of ultra-racialism in education and in social objectives. He indicts the imitative pattern and style of the whole race life; and particularly blames the intellectual class for an ineffectual and distant relation to the masses because of their "miseducation" in a type of formal education implying assimilation and repudiation of what is distinctive and racial. According to Dr. Woodson, the net effect of the activity of the educated classes of the Negro has been a false leadership, which might have been more serious had it not been, on the whole, ineffective.

"There is need," he says, "for a program of uplift for the Negro based upon a scientific study of the Negro from within, to develop in him the power to do for himself what his oppressors will never do to elevate him to the level of others." An educational program based upon race history, specific study of the racial condition, independent consideration of race programs, and special cultivation of racial morale, solidarity, and self-esteem is imperative for mass advance and improvement; and toward this end, education must bring the advance-guard closer to the interests and the group thinking of the masses. In Dr. Woodson's book, the reader will find the first really articulate and reasoned statement of that black Zionism which some years ago was so fantastically and pathetically expressed by Marcus Garvey. This time, it is an

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important sharpening of one horn of a very real and very great dilemma.

ALAIN LOCKE
Howard University

Propaganda in the Schools

CITIZENS' ORGANIZATIONS AND THE CIVIC TRAINING OF YOUTH, *by Bessie Louise Pierce, Part III of Report of Commission on the Social Studies, American Historical Association. Scribner's. 426 pp. Price $2 postpaid of The Survey.*

THE announced purpose of this study is to describe the influence of patriotic, military, pacifist, fraternal, religious, "racial," economic, and other organizations on the public schools of America. Accounts of varied length are given of voluntary agencies that exert an influence on school policies or teaching. This activity ranges from definite programs to indirect and marginal influences. Many of the organizations included in the survey probably affect the schools no more than scores of others that remain unmentioned. The scope of this study did not include evaluation of the specific influences which these agencies exert; nor is the reader supplied with data that would indicate their relative importance—at least to the extent of disclosing the criteria employed by the author herself in her selection, and allotment of space. Even with such additional data, however, it would be difficult to assess the damage done by outside propaganda to the cause of real education. For this, there is needed a fuller account of the methods used, at least by the more active of these organizations; with some hint as to the effectiveness of different methods, and clues to the causes of their relative success.

In short, this study represents a compilation of data worth while in itself because of their inaccessibility. Occasional inaccuracies due to the impossibility of checking up on the information supplied from so many sources do not greatly lessen the value of such a first comprehensive survey of the movements that impinge from without upon our school system. But it is to be hoped that the Commission will follow up this attempt with a more analytical study of such propaganda, so that we may know to what extent the proffered materials and exhortation really become part of what children learn.

BRUNO LASKER
New York City

Why Wisconsin Leads

THE INDUSTRIAL COMMISSION OF WISCONSIN, A Case Study in Labor Law Administration, *by A. J. Altmeyer. University of Wisconsin Studies in the Social Sciences and History, No. 16. 324 pp. Price $1.50 postpaid of The Survey.*

THE Wisconsin Industrial Commission has made an enviable name for itself in the field of labor-law administration; the author of this study is making an enviable reputation for himself as a labor-law administrator. Serving as he has for over ten years as statistician and secretary of the Wisconsin commission, he has combined experience with scholarship in this account of the history and inner workings of that body. The study is a painstaking piece of work, describing in detail the development of the different activities of the commission, and the statistics of its operation. One could wish that the author had not so rigorously excluded from the study the personalities that have been so influential in developing the commission's work and shaping its policies, such as Dr. John R. Commons and E. E. Witte; for the superiority of the Wisconsin commission can largely be explained in terms of such personalities: their high qualifications, their vision and their indifference to political considerations. Dr. Altmeyer does, however, bring out the other factors that have been so instrumental in the success of the Wisconsin commission: the employment of a highly qualified and well-trained personnel; the large use made of advisory committees, with representatives of employers and employes, in the development of rules and regulations; the close cooperation with other state and local agencies such as vocational schools; and the policy of educating rather than prosecuting the employer as a means of reducing violations of law. An intimate insight is given into the administration of the laws relating to workmen's compensation, safety and sanitation, woman and child labor, employment offices, apprenticeship, mediation and arbitration, statistics, unemployment research, and so on.

University of Minnesota MERRILL G. MURRAY

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

AN EXPERIMENT IN RECREATION WITH THE MENTALLY RETARDED, *by Bertha Schlotter and Margaret Svendsen. Behavior Research Fund, Chicago. 74 pp. Price 85 cents postpaid of The Survey.*

HERE the story is told of how the realization came to those responsible for the Lincoln State School and Colony at Lincoln, Illinois—where the emphasis had been on idleness and repression—that with the mentally retarded as with the normal, "the achievement of comfort, happiness and congeniality lay in the happy performance of a congenial task and that therefore there was need for an educational system which would prepare persons to be able to so do the tasks at hand that they would enjoy doing them." How the necessary instruction was accomplished through recreation is described in a way that would be applicable to other similar institutions.

STOP THAT SMOKE! *by Henry Obermeyer, Harper's. 289 pp. Price $2.50 postpaid of The Survey.*

THIS, the first book to deal in a popular way with the dangers of the smoke nuisance and the ways and means for its reduction, is designed to serve civic organizations as well as those who are directly responsible for the creation of smoke through industrial and domestic uses. The author, who is assistant to the vice-president of the Consolidated Gas Company of New York, considers the danger of smoke and fumes from the angles of public health, civic beauty, deterioration of property (New York City alone pays more than $1,600,000 annually to keep its skyscrapers reasonably clean) and finally economy in the utilization of fuels. Means to abate the smoke nuisance are set forth in practical terms.

AMERICANS AT PLAY, *by Jesse Frederick Steiner. Recent Social Trends Monographs. McGraw-Hill. 201 pp. Price $2.50 postpaid of The Survey.*

NO SECTION of the report of the President's Research Committee on Recent Social Trends (see Survey Graphic, January 1933) was more astonishing than the chapter in which Professor Steiner brought together the facts of our multiplying interest in recreation in a period that saw the rise of automobile, movie and radio and the development of camps, travel, country clubs and commercialized sport on a scale never known before. This monograph details the data on which that chapter was based. Obviously the 1929 bill of more than ten billions for recreation has suffered a depression reversal. Professor Steiner suggests, "Perhaps during a period of slower development there may be greater success in building up a well-balanced recreational program more carefully planned in the interests of the general welfare."

RED HILL — Neighborhood Life and Race Relations in a Rural Section, *by William Lester Leap. Vol. X. Phelps-Stokes Fellowship papers. University of Virginia Press. 165 pp. Price $1 postpaid of The Survey.*

AN EXHAUSTIVE cross-section analysis of a typical Virginia rural community, painstakingly done and documented, but with more descriptive than diagnostic effect. To those who need a modern scientific study of the old-fashioned bi-racial southern town, the volume will be most useful; but those who are interested in the forces that are today so rapidly disintegrating these hamlet towns, so that they are no longer typical or important, will wish often that the analysis had turned aside at many points to discuss these changes and trace the factors involved. However, Mr. Leap has sketched a careful static picture, with especially interesting parallels between the white and the Negro community, which for all their unequal levels follow the same pattern. The author concludes: "The culture of the Negroes is largely a reflection of that part of white culture with which they come in contact. At the present it is low, so low in fact that at times it appears to be something altogether different from white culture. But while Negroes may not have the same standards as the white people do in many respects, they are superior in certain respects, notably in family solidarity and mutual aid. The Negro standards of living are slowly rising."

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COMMUNICATIONS

Liquor Control

To the Editor: In the August Survey Graphic Dr. Haven Emerson publishes an article, Can Wets and Drys Bear the Whole Truth?

In the June Harpers I published an article, Science, Law and Alcohol: Liquor Control after Prohibition. Both articles aim to minimize the evils of alcohol. Yet our arguments are completely contradictory.

Largely on my testimony Congress has declared light beer to be non-intoxicating. I testified that it is less toxic than tobacco and a pint of it no more so than a cup of coffee. In contrast, I classed all forms of distilled spirits with such narcotic alkaloids as morphine and cocaine, and I advocated a correspondingly strict control. I am now making earnest efforts to persuade the state liquor commissions to separate whiskey, gin and the stronger cocktails from the lighter alcoholic beverages, just as morphine and cocaine are now separated from the tobacco alkaloid, nicotine. According to Dr. Emerson this is fundamentally wrong. He says: "Intoxication is as properly applied to the person who has taken a quart of 3 per-cent beer . . . as it is to the drinker of a quart of whiskey. . . ." Yet the one may show no appreciable disturbance of conduct while the other is rendered completely unconcious or even killed. Such a view is toxicologically as unsound as it would be to class tea and coffee and even chocolate (all of which contain alkaloidal drugs with euphoric effects) with morphine and cocaine. It demands a degree of asceticism that inevitably defeats its own purpose, as prohibition has. It negates any sane and effective liquor control

Dr. Emerson's article reminds me of a remark of Christopher Morley that, "The landing of the Puritans upon Plymouth Rock was a great event. But how much greater an event it would have been if Plymouth Rock had landed upon the Puritans."

Yandell Henderson

Professor of Applied Physiology, Yale University

How Can Consumers Organize?

To the Editor: Several weeks have elapsed since the Wellesley Institute for Social Progress was held. I notice no mention of it in either the August or September issue of your magazine. So outstanding an experiment seems to me to warrant the special attention of your readers.

To my mind the two paramount questions in our social upheaval today are: first, "What is the basic cause of our world-wide depression?" and, second, "How can consumers organize effectively to help put the NIRA across?" We may raise wages and prices and shorten hours all we will, but unless the products which are now being produced under the NIRA will actually be purchased by the consuming public, we find ourselves still in a vicious circle, which leads us nowhere. These two questions were discussed in a most direct and dramatic way in the Wellesley Institute.

This Institute was unique in many ways. First, perhaps, in that its personnel was composed of 125 wide-awake members of the consumer public, gathered from every conceivable walk of life; secondly, in that our instruction in the essentials of economics, which every adult individual should know, were expressed in the simplest and most understandable way possible; and finally, and most important, in that the Wellesley Institute included a series of evening talks by prominent outside speakers which were challenging and instructive to the nth degree.

One such evening talk on The Psychological Effects of our Economic Order was presented by Dr. Frankwood E. Williams, one of your frequent contributors. In effect his talk was a challenge to cease thinking and talking about "symptoms" and to delve down beneath these "symptoms" to the causes of our present depression. According to Dr. Williams, one fundamental cause of our crisis is an increasing fund of what he called "hatred," evidenced in the "symptom" of the "exploitation" (both of individuals by individuals and groups by groups), which we see so clearly all about us today.

Among the many other interesting evening talks I would mention Planning for the Future by Mary van Kleeck, the director of industrial studies, Russell Sage Foundation and vice-president of the International Industrial Relations Association at the Hague. Miss van Kleeck threw down the gauntlet to us in the pertinent questions: "Are we bold enough to force our present problems through to the finish?" and "Are we bold enough to think them through for the benefit of civilization?" and in her clear-cut statements: "Economic illiteracy is high in the United States." "Enlightenment such as furnished by Wellesley is likely to minimize violence."

No government has ever undertaken so vast a task in times of peace as our present administration in the NIRA. Admittedly, national planning is a governmental function but only through an active consumer self-education can we do our share toward making the NIRA successful.

There should be more and more of such institutes throughout the country as the one held at Wellesley. The plans for such study groups would be available for those who would care to follow exactly the subjects as presented there. I feel sure Dorothy P. Hill, director of the Institute, would welcome inquiries.

It seems to me that if we are to avoid social eruptions, we could only do so by admitting the issues and looking them squarely in the face. Therefore, I appeal to you as editor of The Survey for assistance in placing before your public, the consumers of this country, this fundamental question of how to further this remarkably fine beginning made this past summer at the Wellesley Institute for Social Progress.

Baltimore, Maryland A. E. O. Munsell

Seven Answers

To the Editor: After reading Dr. Kirkpatrick's "Seven Points" in the July Midmonthly, one is inclined to wonder how any of us urban dwellers can bear to continue our present mode of existence, and why there is not an immediate rush to the farm. May we not be allowed to take up these points separately in an attempt to deny the idyllic nature of farming?

He says that "the farmer is never out of work"; is never unemployed. Our urbanity suggests that employment implies full monetary return; and can anyone say this is the farmers' happy state? Busyness and employment are two different concepts in the modern exchange economy.

Secondly, "the farm provides a better living than is enjoyed by urban families on equivalent incomes, shelter and good wholesome food at any rate." Can this be considered an optimistic situation? The misfortunes of city-unemployed do not minimize those of the farmers.

Thirdly, "the farm has many advantages in the rearing of children." Granted, but there are disadvantages. Is "freedom from dangers of traffic and the like" enough for one to pull out of the bag to offset the lack of good schools, avocational opportunity, concerts and libraries, to mention only some of the city child's advantages? I also doubt that there is "greater diversity of tasks" on the farm, unless the uniqueness of each cow before the milk pail is something more alarming than I had ever supposed.

Fourthly, "members of the family are more likely to be pals and partners on the farm than in the city. Farm conditions make it necessary for members of the family to work together." But does this forced association necessarily lead to congeniality? It must be more than stated as a generalization before we can believe it.

Fifthly, "the most satisfying community activities are those in which as many persons as possible in a given area participate."

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While hardly denying the beneficient influence of any trend toward solidarity, one questions whether a mere numerical criterion here is appropriate. The farmers' need of association, furthermore, is far less a product of social feeling than of the sterility of their long-vaunted independence.

Sixthly, "the farm affords more opportunity for leisure than does the city generally, and more than is appreciated by farm people at present. Any one who is as free as the American farmer can, if he will, live a zestful and creative life." I am sure that no modern social worker will lay the blame for dissatisfactions on deficiency of "will power." That good old catch-all is out of date. We must go deeper than calling the farmer a stubborn creature if we want really to help him. The farmer is not a free man because the determination of his income, and therefore of his cultural enjoyments, is far from him. A union member in the dullest factory routine has more freedom. And as to what leisure a farmer possesses, surely dull winter days in the company of Sears Roebuck catalogues and a barren interior are as different from a creative environment as the bare rooms of an unemployed family are from the comfortable den of a professor. When will the professors take inventory of their material "props?"

Seventhly, "farm life, dealing with nature, affords an opportunity to meditate and thus determine a wholesome philosophy of life." It is true that some of us, at times, go out into the open fields with questionings as to ultimate realities. We seek a philosophy in quietude. But the answers to be found in mortgaged fields, with their fullness of insecurity, will be of the nature of escapes from reality. There might be much potency in a certain such outdoor activity on the part of farmers. Let them go out into their fields, not only to plow them under the broiling sun, but to ask themselves what it is that the professors are trying to put over on them, and why.

As Samuel Johnson once said, "You never find people labouring to convince you that you may live very happily on a plentiful fortune."

Madison, Wisconsin JEAN M. PATON

Mental Hygiene Courses

TO THE EDITOR: I would like to call the attention of the readers of The Survey to the fact that Dr. Frankwood E. Williams and Dr. Caroline B. Zachry, well-known mental hygienists and educators, are jointly giving two courses at the New School of Social Research which ought to be of great value to teachers interested in the broader aspects of their profession. The two courses are: Philosophic Aspects of Mental Hygiene: Their Application to Education, held for fifteen sessions from 4:15 to 6:15 P. M. and a Seminar; Mental Hygiene in Education, from 8 to 10 P. M. Both courses begin on Monday, October 2.

The Teachers Union Auxiliary IRMA RINGE

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GOSSIP: of People and Things

Song for Everybody

Tax Tom, Dick and Harry—
Oh, tax 'em, all three—
Put on all they'll carry,
But never tax me.
H. I. Phillips in New York Sun

GUARANTEED to stir the wandering foot is the new map of recreational areas in the United States issued free by the National Parks Service of the Department of the Interior, Washington, D. C. No vacation—and this is a nice time to talk about *that*—should be without it. Details, far from dull, about the park areas, national and state, are printed on the back.

THE Institute of Pacific Relations has chosen Edward C. Carter of New York for its newly created post of secretary-general with headquarters in Honolulu. Mr. Carter has been secretary of the American council of the institute since 1927 and for the past two years has been vice-chairman of the program committee.

EQUIPPED with an impressive queue of degrees and with notable experience as chief of the social-service staff of the psychiatric clinic of the Detroit Juvenile Court, Adaline Johnesse has gone to the New York Church Mission of Help as case supervisor.

IT is good news to many people that Homer Borst, long associated with Community Chests and Councils Inc., has entirely recovered from his long illness and is now on the staff of the New York TERA.

Institute Aftermath

TARDILY but whole-heartedly this department salutes the quality and quantity of the special institutes which dotted this fair land during the summer just past. At the Blue Ridge Institute, veteran of the discussion groups sponsored by Community Chests and Councils Inc., the topic was Trends toward Socialization of Community Forces, with Arthur A. Guild of Richmond as chairman. At the Great Lakes Institute at Lake Geneva, Wis., the topic was Trends in Social Work with Charles C. Stillman of Columbus as chairman. The findings brought in by the various sections and adopted by the institute bodies may be had from Community Chests and Councils, Graybar Building, New York, 50 cents for Great Lakes, four sections; $1 for Blue Ridge, eight sections. Single sections 15 cents.

At East Radford, Va., the student section of the American Country Life Association brought together young people from forty-seven collegiate and non-collegiate rural life clubs in some thirteen states who adopted a program to take the form of a commemoration of the Theodore Roosevelt Country Life Commission. It will include state and local rural-life conferences and the discussion in student clubs of new objectives of rural betterment.

At the New York State Training School for Girls, Hudson, N. Y., the Committee on the Care and Training of Delinquent Women and Girls of the National Committee on Prisons and Prison Labor, always alert to raise the standard of women personnel in correctional institutions, brought together thirty-two college girls, hand-picked from the sociology classes of fourteen colleges and universities, for a six-weeks course of lectures and case-work study.

The Wellesley College Institute for Social Progress was a newcomer which offered a galaxy of headline lecturers to its members of whom there were 122 with more than fifty vocations and an age range of at least fifty years.

There were of course a whole flock of institutes for emergency relief workers. Notable among them was that held in Raleigh, N. C., under the combined wings of the Governor's Office of Relief, the State Board of Charities and Public Welfare and the School of Public Administration of the State University. Around 235 county workers registered for the four-weeks course to prepare them for better, if not bigger, public-relief administration. Says Lisbeth Parrott of the State Board: "We were all impressed by the earnestness of these people and frequently struck by their practical knowledge and experience, though one of them did stop a lecturer in his tracks one day to ask him what he meant by 'intelligence quotient.'"

Souvenir

BY way of Cornell University comes a 1933 version of the old "hand that shook the hand of Sullivan" story. When Mrs. Roosevelt was at Cornell for some conference or other, Professor Eddy's little girl was presented to the First Lady and shook hands with her. At luncheon that day the state of young daughter's hands drew a maternal question. "No, Mother, I haven't washed my hands and I don't think I shall. You see I shook hands with Mrs. Roosevelt." Mrs. Eddy pondered a moment. "I'll tell you what to do, dear. Wash your hands and save the water."

NELLIE M. PORTER, for the past two years chief of the Bureau of Registration of Nurses of the California Department of Public Health, has retired. Succeeding her is Helen F. Hansen, formerly an inspector in the bureau and recently on the teaching staffs of hospitals in New York and San Francisco.

A FEMININE hand is now at the helm of the Pittsburgh Federation of Social Agencies, Isabel P. Kennedy, formerly head of the Group Work Division, having succeeded Edward N. Clopper as executive secretary. Mr. Clopper has gone to a professorship in the department of sociology of the University of Cincinnati where his work will have to do particularly with public relations in the field of social work.

THE sudden death, in mid-September, of Sara C. Clapp, for twenty years a leader in settlement work in New York, was a shock and sorrow to a circle of friends of national proportions. Only two weeks before her death Miss Clapp had added to her duties as director of the Kips Bay Neighborhood Association, the direction of the Goddard Neighborhood Center where she planned to develop a large nutritional and recreational program.

THROUGH the appointment of the Rev. C. H. Le Blond to the bishopric of the Catholic diocese of St. Joseph, Mo., Cleveland has lost one of its most vigorous and effective clerical social workers. He was at one time director of the Catholic Charities of Cleveland and is the founder of St. Joseph's Home for Working Boys and of the Children's Village, St. Vincent de Paul, at Parmadale.

THE new North Dakota Public Health Advisory Council, created by the last legislature, has named Dr. Maysil M. Williams to succeed Dr. Arthur A. Whittemore as state health officer. She was formerly director of the Division of Child Hygiene in the State Department of Health.

As The Survey Seems . . .

TO Benjamin Stolberg writing in Vanity Fair (September) on Liberal Journalism: A House Divided:

The Survey and The Survey Graphic are the house-organs of "scientific" social work. . . . Even from The Survey for all its strange dialect of frisky seriousness he [the Man in the Moon] might learn how "scientific" social workers are going about "Turning the Hard Times into Whetstones for Keen Thinking."

To the compilers of The Women's Crusade: Handbook of the National Women's Committee of the 1933 Mobilization for Human Needs, Mrs. Franklin D. Roosevelt, chairman:

The Survey is an invaluable magazine for those on the firing line of social work.

To one E. D. writing in Monde, the international weekly edited by Henri Barbusse and published in Paris:

This American review [The Survey] represents the left wing in social work. This movement, peculiarly American, is radically different from "good works" touched with Catholic charity or Puritanism. It is characterized by its pursuit of efficiency. . . . This left wing is concerned with an effort to reform the penal system on the soviet model, to reorganize the schools in the light of child psychology, and so on. The action it proposes is often of great value. What is lacking, as its adherents sometimes realize, is a base, a social doctrine, that will attack systematically the roots of the evil.

In the United States, where political life does not exist, one finds grouped in such movements liberals who are without any definite political program but who are dissatisfied with the present system and open to criticism and new ideas. The Survey is one of the best expressions of this tendency and often contains studies of remarkable objectivity.

THOSE who remember, and a lot of us do, the yeoman service of Leslie M. Foy at the time of the Philadelphia meeting of the National Conference, will be sorry to hear that budget retrenchments have obliged the Public Charities Aid Association to "release" her from her post as secretary of the Poor Relief Division.

HORACE M. ALBRIGHT has resigned from the National Park Service. His retirement, coming so soon after that of Stephen Mather two years ago, would be in the nature of a national calamity, but for the fact that he and his

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predecessor built on such firm foundations. With a background of association with the Service ever since its inception seventeen years ago, Mr. Albright has had a large share in safeguarding our natural wonder spots and developing them as recreational and educational centers. He is succeeded as director by another old timer in the service, Arno B. Cammerer, who also has contributed much toward the development of national parks, having been associate director since 1919. In his new capacity Mr. Cammerer will be director of National Parks, Buildings and Reservations, an enlarged department created by executive order.

FOUND on a New York tenement door by a relief investigator whose veracity is vouched for by the Bulletin of the AICP: "de bell he do not ring, stroke door lustily with knuckles of hand to announce honorable presence."

THE Vermont Children's Aid Society has lent its executive, L. Josephine Webster, who knows every rock and rill and most of the families of the Green Mountain State, to act as field supervisor of the State Unemployment Relief Administration. Persis Holden is carrying on in her place at the CAS.

THE Survey feels a keen sense of personal loss in the death of Henry W. Farnham, for forty years professor of economics at Yale, —since 1918 professor emeritus. He was one of this publication's oldest friends, his interest and support dating from 1906, three years before The Survey was born of the old Charities and The Commons, and continuing until his death last month. Though Professor Farnham's major concerns were teaching and research his activities ranged far beyond the classroom and the study. He was among the most vigorous advocates of the civil-service movement and was a founder and the first president of the American Association for Labor Legislation. New Haven will long remember and be grateful for his influence on its schools, its hospitals, its social and health work and on a score of other aspects of community life.

ALFRED K. STERN of Chicago has been appointed by Governor Horner as chairman of the recently formed Illinois State Housing Board, a permanent body which succeeds the temporary State Housing Commission of which Mr. Stern was also chairman.

THEODORE O. YODER has joined the staff of the National Society for the Prevention of Blindness to do financial and membership work. It was Mr. Yoder who, while on the staff of the American University at Cairo, Egypt, produced the motion picture on the care of the eyes which is now being used in public-health education in Egypt, India and Japan.

THE National Conference on Government, sponsored as usual by the National Municipal League, will be held in Atlantic City, November 9–11. The major emphasis of the conference will be on: "the serious emergencies in educational, social and cultural functions of government now faced by many municipalities due to inability to collect taxes and on methods by which citizen groups can make themselves effective." Governmental control of liquor is also on the agenda for discussion.

ROMANCE that budded aboard the freighter in which Ruth M. Graves cruised the Mediterranean and the Black Sea a year or so ago flowered this past summer in the little Episcopal Church in Foxboro, Mass., where Miss Graves, business manager of The Family and its best known "conference trotter," was married to Edward Arthur Dodd, Jr., of New York, a shipmate on that glamorous voyage. Miss Graves, happily for The Family, is continuing on the job.

Not Quite Jazz

LACKING entirely the sober earmarks of government publications are the three engaging pamphlets offered by the U. S. Department of Labor to visitors to the Century of Progress in Chicago. All are popularly written, lavishly illustrated and tricked out with striking covers. Labor Through the Century tells the story of American labor, its progress and its problems, with reproduction in miniature of the forty large pictures which constitute part of the department's Chicago exhibit. Women at Work, with a splashy black and white cover, reviews women's progress in American Industry. It was written by Eleanor Nelson of the Women's Bureau and illustrated by Jean W. Hill. Children's Progress, prepared for the Children's Bureau by Eleanor Taylor and designed by Gerald Link, tells its story largely by means of pictures. All three booklets are happily free of ballyhoo and all end with the reminder that whatever the gains of the past the greatest goal of all, security, is yet to be won. The booklets may be secured (5 cents apiece) from the Superintendent of Documents, Washington, D. C.

AND speaking of government publicity, there is Indians at Work on which someone has exercised a talent for the mimeograph in the manner recommended by the Social Work Publicity Council. Issued from time to time by the Bureau of Indian Affairs it tells the news of the Indian Conservation Camps with a page or two given over to recent general developments in the Indian situation. A foreword by Commissioner John Collier interprets the significance of all that is happening.

THE address by David Cushman Coyle, Necessary Changes in Public Opinion in the New Social Order, which lifted the National Conference onto its collective toes last June in Detroit, has been published as a pamphlet. Ten cents from Mr. Coyle, 101 Park Ave., N. Y.

THE Social Work Publicity Council, 130 East 22 Street, New York, has reprinted the one-act play, Breadline, by Philip L. Ketchum from The Survey Graphic of August 1933. Single copy, 15 cents, quantities of five or more, 10 cents. Mr. Ketchum has waived his royalty rights for production, but permission must be obtained from the Council. The Council's first request to produce came, interestingly enough, from Honolulu where the Social Work Publicity Council proposed to use Mr. Ketchum's moving little play as a radio broadcast.

How to "turn Paradise into something a little more like Utopia" was, says James G. Stone of Palama Settlement, Honolulu, the central idea of Hawaii's thirteenth annual Territorial Conference of Social Work. With economic and social planning as its theme the conference found itself chiefly concerned with planning for the youth of the islands. This conference has the stimulating custom of formulating its concerns into clearly stated objectives to which its major efforts during the year ahead are directed. This year's objectives include: more intelligent cooperation between social agencies; regulation and control of employment; educational programs of vocational guidance and adjustment for youth; more recreation under trained leadership; more emphasis on the prevention of juvenile delinquency and more participation of social workers in the promotion of health legislation. New officers of the conference are: *president*, E. L. Damkroger; *vice-presidents*, E. A. Lilley, Frank P. Baldwin, Anne McMasters and Ralph G. Cole; *secretary*, H. A. Mountain.

THE New York Psychoanalytic Institute, 324 West 86 Street, is offering a course on The Application of Psychoanalysis to Social Work to a selected group of advanced social workers. The course has three sub-divisions: Truancy, Aggression and Unconscious Rivalry, Parental Conflicts and Their Manifestations, and Family Patterns of Social Behavior. The twelve seminars will be conducted jointly by Dr. Gregory Zilboorg and Dr. J. T. Broadwin. Detailed information from the Institute.

Big Business Goes Mousing

OUT of the sober pages of Factory Management comes the tale of how a large food factory reduced its overhead by putting its mousing on a competitive basis. Cost accounting indicated that every mouse caught by the professional exterminator cost the management forty-three cents. "It seemed unnecessarily expensive." So the boss fired the exterminator, laid in a stock of traps and cheese and announced a monthly mousetrapping contest. Any employe entering drew traps and cheese and a "territory" in which to operate. Prizes were candy and cigars. It was ruled that one rat counted as five mice and that non-fur-bearing mice (newborns) didn't count at all. Anyway more than 500 mice bit the cheese and the per capita mouse-cost to Big Business was brought down to five cents.

THE latest notable addition to the staff of the FERA is Morris Lewis, loaned by the National Association of Travelers' Aid Societies to serve in Washington as Director of Transient Activities. He will review state programs for transients for which special grants are asked. Mr. Lewis has had some nineteen-years experience in social work both at home and abroad. Right after the war he was with the Joint Distribution Committee in Poland and later in Roumania. From 1925 to 1927 he directed the settlement in Cuba of thousands of European refugees stranded there when our immigration laws forestalled their entry into the United States. Recently he has been field representative of the National Committee on Care of Transients and Homeless.

PAUL V. BETTERS of Chicago, director of the American Municipal Association, and a valued contributor to The Survey, has been appointed by Secretary Ickes to act as liaison officer between the Public Works Administration in Washington and the various municipalities.

NEW officers of the Massachusetts Conference of Social Work are: *president*, Fred Stephenson, Springfield; *vice-presidents*, Alfred F. Whitman, Boston, and Anna King, Pittsfield; *secretary*, Howard C. Raymond; *treasurer*, Joseph H. Tillinghast, both of Boston.

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